PRODUCTION NOTE

Library Trends

State and Provincial Libraries in the United States and Canada

PAXTON P. PRICE, *Issue Editor*

April, 1956

Library Trends

A Publication of the University of Illinois Library School

LIBRARY TRENDS, a quarterly journal in librarianship, provides a medium for evaluative recapitulation of current thought and practice, searching for those ideas and procedures which hold the greatest potentialities for the future.

Each issue is concerned with one aspect of librarianship. Each is planned with the assistance of an invited advisory editor. All articles are by invitation. Suggestions for future issues are welcomed and should be sent to the Managing Editor.

Published four times a year, in July, October, January, and April. Office of Publication: University of Illinois Library School, Urbana, Illinois. Entered as second-class matter June 25, 1952, at the Post Office at Urbana, Illinois, under the act of August 24, 1912.

Subscription price is $5.00 a year. Individual issues are priced at $2.00. Address orders to Subscription Department, University of Illinois Press, 207 Administration East, Urbana, Illinois. Editorial correspondence should be sent to LIBRARY TRENDS, University of Illinois Library School, Urbana, Illinois.

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VOLUME 4 • NUMBER 4

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Introduction

PAXTON P. PRICE

THE STATE LIBRARY in the United States and the provincial library in Canada are special kinds of libraries which need definition and explanation. Each is an official part of state or provincial government and is supported by government appropriations. Strangely enough, there may be from one to five separate library agencies in any given state, for state libraries perform five major functions.

Varying widely as to number, location in the organization of government, and in the amount of annual appropriation, state agencies may have the dual purpose of serving the official government and also the state's general population. In some states the strength of demands from both these sources may very well be the cause for a real problem in ambivalence of purpose. Libraries on the local level may expect a strong kind of state service program reaching the public at large while the agency may be faced with serving satisfactorily an official government from which it derives its income. It is not always possible for state agencies in these circumstances to budget by function, thus clearly indicating what services are to be rendered.

The reader is referred to R. H. McDonough's chapter in this issue for a full description of the library functions normally assigned state agencies. The statement, *Role of the State Library*,[1] drawn up and recently released by the National Association of State Libraries, is the most recent studied version of the subject. Its significance rests in the fact it was composed by practitioners who know its potentialities.

Two main reasons dictate that this treatment of state libraries be more a description of prevailing conditions than a critical analysis of emerging trends. First, the location of the agency within the framework of government naturally makes change and development slow in materializing, and detection of trends more difficult. And secondly, there is an absence of significant reports and studies on state agencies in the professional literature. Of all the public library service agencies,

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the state library is the least well-known in literature. Although no comprehensive study of it as a type exists, there is a committee of the American Library Association which has outlined such a study and is seeking a sponsor for its realization.

No doubt remains about the assigned place of the state agency in the plan for complete public library service. That has been fully and authoritatively covered in the profession's basic literature dealing with evaluation and planning. Three of these works, *Post-War Standards,*[2] *A National Plan for Public Library Service,*[3] and *The Public Library in the United States,*[4] all agree that state libraries occupy the key position in all plans and efforts to advance public library service to its rightful place in the nation's total education program. However, the Inquiry,[5] and other documents on the subject accord only a few agencies the ability and strength required to live up to responsibilities.

The responsibility placed upon the state library agency by the profession[2] is staggering and, in the majority of cases, wholly out of proportion to its existing strength. Moreover, it is discouraging to learn that the recent increase in financial strength of state agencies has been absorbed by the rising economy rather than converted into new growth.

The services expected of state libraries are so numerous and varied as to require an organization approaching the stature of the average state department of education. Contrasted with this is the hard fact that no state agency is as large in staff or as well financed as the largest city library within its own state. The big assignment of duties and services desired from state libraries includes continuing research, fielding a corps of consultants, operation of a large circulation and reference library as well as a system of branches, providing examination and supervision services, maintaining a fiscal and statistical bureau, and conducting an active legislative lobby program.

The most importance is attached by authorities [1, 2] to the state library's role as integrator of local library services and expediter of quality in order to provide a minimum standard of service for the individual citizen. Valid as this duty may be, planners must take into account the findings reported by the Inquiry [6] that librarians, boards, and local governments have been anything but eager to participate in arrangements proposed for larger units of service.

The five library functions performed at the state level are: law library, legislative reference, state historical library, general library, and extension services. Because the profession at large is primarily interested in only the last two functions this report concerns itself

mainly with these. It is the extension responsibility which carries the heaviest burden of importance in the plans for complete and adequate service in every state. Separate agencies frequently perform each of the first three functions, and there is small variation in methods between different state agencies.

State libraries make constant efforts to implement thorough legislation plans for growth and improvement, sometimes successfully, but more often unsuccessfully. In some cases permissive legislation has been secured without a parallel appropriation for implementation. Less than half the states have legal certification, a recognized foundation stone in the structure of adequate service. Less than half the states provide financial grants-in-aid, although there is universal agreement that state assistance to the local community is essential in providing a minimum quality of service.

Although there are several contributing influences at work on the expansion and growth of state libraries since World War II, it is not at all clear which has had the most telling effect. Probably the most important factors have been the expanding scope of state services and the general increase in state tax revenues. The state library along with all the other agencies and offices of government has come in for its share of increased support. In addition, increasing attention by the profession to the importance of the state library has been a strong stimulus to state personnel.

Among the notable trends in the development of state and provincial libraries, the oldest is that of removing the executive position of state librarian or its equivalent, the commission executive secretary, from partisan politics. This is considered a great improvement, since it is assumed that an incumbent chosen on merit basis will have a more lasting interest in the continuity of a service type program than one chosen for interests in a political party. A concomitant development is the growing frequency to specify in the agency's basic law the educational qualifications needed by an incumbent. In those states where this has not taken place, persons other than professionals continue to be appointed.

The growing practice of constant re-evaluation of policies for the state or provincial library service program is another, and one of the more encouraging signs. The reader will note that Carma R. Zimmerman and Ralph Blasingame recommend an extension in this practice. Only by such critical analysis plus careful implementation can the over-loaded, busy agency progress toward its major objectives. The

limitation of resources with which to meet its responsibilities forces the state agency to establish priorities on its services.

There has been a prevailing trend to isolate the legislative reference or research function from the state library giving it a separate existence with responsibility only to the legislature. The expansion of state government and the increasing need by its lawmakers for extensive service between sessions are the most likely causes for this trend.

Another promising trend has been the increasing state support of public library service through greater financial assistance. This trend became noticeable in the 1930's and has been conspicuous since 1945. However, recent significant increases have been almost altogether in those states which already had state aid appropriations rather than in those states where there has been none.

State aid stimulation grants have been reported as a significant factor in the number of county and regional libraries being established. However, only one state agency has listed it as of first importance among the many types of effort made for this purpose, suggesting that state aid is not among the stronger influences in improving local library service.

Clearly discernible is a trend to attach regulations to state aid grants. More and more libraries are being required to meet minimum standards of service as a condition in qualifying for grants. Authorities on the subject recommend this on the theory that the state must receive some assurance, in return for its support, that measurable improvement will result.

The predominant trend in promotion effort is toward the establishment of larger units of service. Larger units of service are a keystone in the "systems of service" which have been recommended for so long. Yet despite this effort, small independent library units have increased in number and re-organization to provide larger units of service has not progressed to any appreciable extent. While some consolidation has occurred, the idea of improvement of local service through such re-organization is more easily comprehended by state library representatives than by local people. The big obstacle in this struggle consists of a deep-rooted devotion to an established taxing district. It must be exchanged for a new concept of "larger area of service." It is far easier to sell people who have no local library establishments the idea of a service area large enough to provide a minimum quality of service.

Only personnel on duty with state agencies can fully appreciate the

task magnitude of working for, with, and to help the multitude of "Things" as described later by Angus Mowat in this issue. State library extension officials know all too well the disappointment and frustration that comes from the failure of carefully planned efforts to create a new alignment of local services designed for improved and cheaper services per tax dollar. Local satisfaction with a static inadequacy, complacent librarians or boards of trustees, protective jealousy, or misplaced pride are all encountered in the current move to bring the state library, its services and personnel, closer to the local operating level.

One of the most confounding problems faced by state agencies is the growing shortage of qualified personnel. An agency may be happily successful in its drive to extend and consolidate service only to be forced to retreat by the lack of professional librarians available for new duty. If the Federal Library Services Bill becomes law and state libraries succeed in pushing back the rural frontier with extended service areas, it seems safe to predict that there will not be an adequate professional labor force to man the enlarged service.

State and provincial libraries may take their cues from the Twentieth Century Fund's new report [7] of estimates for the next decade which has analyzed the causes of governmental expenditure behavior. Changes in volume and kind of public services, their cost, and the changes in population will be the principal influences at work in the future. State libraries face the job of justifying their plans to the lawmakers and to the people if they are to move their programs boldly ahead.

The Federal Commission on Inter-governmental Relations [8] has strongly suggested that the several states take necessary action to increase their own capacity for meeting the needs of modern government. It also predicts that states will find it increasingly necessary to direct and assist local government with any service program which it is not strong enough to conduct alone. Here, then, is a direct challenge as well as an open opportunity to every state library to follow a charted growth.

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Government Interests in Libraries

ROGER H. McDONOUGH

THE FIRST TASKS of the early state libraries in America appear to have been of a custodial and reference nature. Collections of laws and reports were needed by the early legislators just as they are today, and it was necessary to provide some sort of storage facility after they were acquired. An officially designated repository was needed also to receive and store safely the official documents that were produced in the course of government business.[1] In 1745, for example, "The House of Representatives of the Province of Pennsylvania under date of December 5th, 'Ordered, that the clerk send to England for the best edition of the Statutes at Large, for the use of the House, and also for some large maps (one of North America) to be hung up in the Assembly room.'" [2] Apparently, this marked the colonial beginnings of the Pennsylvania State Library, which in two centuries has grown to its present book collection of over a half million volumes.

Most of the early state libraries did not exist as such until the early part of the 19th century, but many can trace their ancestry to such early colonial collections, both public and private.[3] From the standpoint of library chronology, it can be said that the state library came into being after the association libraries but before the first tax-supported municipal libraries. Those states which were formed from the great wilderness beyond the mountains followed the example of their older eastern neighbors. A Territorial Council Library was established in Michigan in 1828, nine years before the state's entry into the union.[4] The State Library of Wisconsin was established by an act of Congress in 1836 and is the oldest state institution in that state.[5] As the country grew, most of the new states carved out of the West soon established state libraries. One of the acts of the First California Legislature was to establish a state library in 1850.[6] Texas is unique in that its present state library was established under the Republic of Texas in 1839.[7]

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The functions of the present-day state library include much more than the custodial and reference functions of the early libraries. An analysis of the various services rendered by the state library agencies today reveals that the state libraries provide five distinct types. A survey made by the National Association of State Libraries in 1950 defined these five types of library service as: general library service, extension, historical and archival, legislative reference and law.[8] In the past two years, the Association has studied the functions and responsibilities of state libraries in an effort to develop the statement, *The Role of the State Library,* which describes the state library as a basic agency of state government.[9] The present statement (as revised at the annual meeting of the Association at Philadelphia in July, 1955) lists eight, instead of the original five major categories used in the 1950 survey. The additional services listed are state history, government publications, and special library services. These are not new services, of course; in the earlier survey, archives and state history were grouped together and government publications, while not specifically mentioned, were included in the general library services. The eighth category in the latest version of the statement, labeled special library services, might be called miscellaneous with equal validity. For the purposes of this paper the earlier breakdown is retained. The five basic functions then may be described as follows:

General library services. Gives direct library service to state officials and employees and the general public; operates an extensive interchange of books and other library materials with all types of libraries —public, school, college, and special; collects, compiles, and publishes significant statistics gathered from all the libraries of the state; keeps libraries informed of matters of general library interest by regular publications; disseminates information about legislation affecting libraries; serves as a principal connecting link between state and national organizations and agencies interested in library development including, at the national level, the American Library Association, the Library of Congress, the U.S. Office of Education, and the Council of State Governments; maintains a complete collection of the publications of its own state; when staff and budget permit, publishes a regular list of these publications; distributes these publications to other libraries, frequently under an exchange arrangement; maintains extensive collections of federal documents, as well as those of other states; collects and maintains the more important publications from counties and municipalities within the state.

Library extension. Establishes standards for library development;

gives advisory and technical assistance to librarians, trustees, public officials, and interested citizens; distributes books and other library materials; takes an active role in promoting state-wide library planning and the development of all types of library service in cooperation with library associations and other groups; administers state aid funds to public libraries.

Archives and state history. Collects, preserves, and services the core collection of basic state records; may also conduct the records-management program of the state; gives advice to local municipalities on the proper care and management of their records; collects and preserves materials relating to the state, its people and its history.

Law. Maintains a complete collection of the laws of its own state, and as complete a collection of other state and federal laws as space and budget will permit; furnishes information on law to judicial and other state officials and employees and to interested citizens; exchanges legal materials with other state libraries; prepares bibliographies on subjects of current legal interest; provides advisory service to county and municipal law libraries; cooperates with statutory revision commissions.

Legislative reference. Furnishes reference and research service to individual legislators, legislative committees and councils, to other agencies of the government and to citizen groups; compiles bibliographies and booklists on subjects of governmental interest; maintains full files and histories of all bills; summarizes legislation of other states on specific subjects.[10]

The services enumerated above are provided in some form or degree in almost every state. There are a number of other library services that are offered by some of our state libraries such as the issuance of certificates for librarians, service to state institutions, service to the blind, and editing of state reports before publication.

It is clear that the kinds of library service performed by state library agencies display a high degree of uniformity. It is equally clear that there is no common or standard organizational pattern established for the administration of these services among the 48 states. A 1954 Alabama survey of state library agencies which was made at the request of that state's Legislative Council failed to "establish a definite organizational pattern for the administration of the general library service." After observing that the functions of state library agencies disclosed "a certain heterogeneity in regard to the basic purposes for which the agencies were established," the report questioned whether integration was the most desirable solution to the

problem of state library organization.[11] If an integrated state library is defined as one in which all the principal functions are administered under the general direction of one administrator, whether he is responsible to a separate board or is a division head within a department, then only four states—New Hampshire, New Jersey, New York, and Oklahoma—have integrated systems. Three additional states—Maine, Nevada, and Wyoming—almost qualify under this definition. The first two have separate state historical agencies and Wyoming is integrated to the extent that its two library agencies are under one governing board. Only five additional states—Arizona, Connecticut, Kentucky, Rhode Island, and Texas—have only two agencies. Eighteen states—California, Delaware, Florida, Georgia, Idaho, Indiana, Louisiana, Massachusetts, Mississippi, Montana, Oregon, Pennsylvania, Tennessee, Utah, Virginia, Washington, West Virginia, and Wisconsin—have three agencies, and in fourteen states—Alabama, Colorado, Illinois, Iowa, Kansas, Maryland, Michigan, Minnesota, Missouri, Nebraska, New Mexico, North Dakota, South Dakota, and Vermont—the state library functions are performed by four separate agencies. In four states—Arkansas, North Carolina, Ohio, and South Carolina—there are five agencies.

It appears that the state libraries have been running counter to the prevailing trend in state governmental reorganization for, although the state governments have been gradually consolidating formerly separate agencies and commissions so as to simplify and streamline the governmental structure, the total number of state library agencies has increased in recent years. As of 1954, there were more than 150 separate state library agencies (an average of 3 + agencies per state) as compared with the 143 cited by Arnold Miles and L. A. Martin in their 1941 study, *Public Administration and the Library.*[12] In the main, this recent increase is due to the creation in sixteen states of new legislative reference libraries attached to legislative councils or some other similar research organizations under legislative jurisdiction. In addition, Montana, which had an integrated system under one agency until 1949, created three separate agencies in that year. In similar fashion, Iowa in recent years removed the State Law Library and the State Medical Library from the jurisdiction of the State Library and placed them under separate agencies.

It must be emphasized that the present situation exists in spite of the attempts of various elements in the library profession to change it. The National Association of State Libraries, for example, has repeatedly discussed in its annual meetings the problems involved in

administering library services through a number of separate agencies.

The situation in Canada is similarly confused. In the *Survey of Libraries, 1948–1950,*[13] compiled by the Dominion Bureau of Statistics, the section on provincial libraries defines them as "Provincial Legislative Libraries, Provincial Archives and Museums, the Provincial Research Foundations of Ontario and Nova Scotia and various departmental libraries of Education, Health and Public Welfare, Agriculture and Mines." Quite obviously this definition is broader than the one for state libraries principally because the departmental libraries are included. Elizabeth Morton, the knowledgeable and efficient secretary of the Canadian Library Association, writes that the "usage of the term, provincial library varies from province to province. . . . For example there are libraries with the name "provincial library" in Manitoba, Saskatchewan, and British Columbia. In Manitoba, the provincial library is in reality a legislative reference library for the use of the provincial legislature. The encouragement of public library extension comes under a separate department of the government and is even accountable to a different minister. In Saskatchewan, the Provincial Library is a public library extension department, while the government reference library for the use of members of the legislature is called the Legislative Library. In British Columbia, the Provincial Library gives legislative library service to the provincial legislature and province-wide reference service to the citizens, while the encouragement of library extension is handled through the Public Library Commission. In the ten provinces of Canada, legislative reference service is given through a library of the provincial legislature but the name of the library changes from province to province, as do also its terms of reference. In eight of the ten provinces there is public library legislation, and in nine of the ten provinces there is a government official charged with the duty of encouraging extension of public library service. All ten provinces have government libraries in specialized subject areas which give reference service to their particular departments of government and some of them also give reference service to the citizens." This rapid review of the provincial library situation suggests that some basic exploratory research is needed in this area if for no other reason than to describe the situation more precisely as a basis for further constructive study.

The solution most often suggested by library groups as a remedy for this confused situation has been the integration of existing facilities. *The Role of the State Library*[9] statement, prepared by the National Association of State Libraries, is categorical in stating that "the most

effective library is one that encompasses all library services on its governmental plane." The statement further calls for the state library to be a separate department of government on the theory that an agency that serves all areas of its government and the public should have departmental status. Such calls for a strong, central library agency have been repeated in library literature many times. The American Library Association in its 1937 publication, *The State Library Agency,* applauded what it described as a trend away from many scattered library agencies toward one strong agency. "It is a trend to be welcomed," the statement continued, "provided the consolidation is wisely conceived. Operation of intimately related functions by several administrative agencies is contrary to the best governmental principles, and conflicts and overlapping are inevitable. One strong agency can in general, have higher standing and better financial support than a number of smaller ones." The report sounded a warning, however, against hasty and ill-conceived legislation providing for a consolidated organization. It urged librarians and friends of libraries to prepare long-term plans in order to be prepared to initiate legislation when conditions seem favorable.[14] In spite of these clear calls for strong, integrated state library systems, the organizational structure of the state libraries shows little significant change in the direction of integrated systems in the past 25 years.

On a more encouraging note, it can be reported that the past quarter century has witnessed a definite trend toward the professionalization of the position of state librarian. This is evident when one examines the statutory provisions for the position in 1954 as compared with 1930. In 1930, only three states—California, Indiana, and Texas —required professional training for their state librarians. By 1954, twenty additional states made this requirement. This should not be interpreted to mean that all the remaining states do not employ professional librarians. It indicates merely that only half of the states have made statutory provision for the professionalization of the position.

A survey of the state laws indicates a lack of uniformity in the manner of appointment of the state librarian. Twenty-seven state librarians are appointed by the governing board of the library,* eight are appointed by the governor,† three are appointed by the Superintendent of Education,‡ and three are elected by the Assembly.§ In three, the secretary of state is the state librarian,|| and in two

*Alabama, Connecticut, Delaware, Florida, Idaho, Indiana, Iowa, Louisiana, Michigan, Missouri, Montana, New Hampshire, New Mexico, North Carolina,

—Nebraska and Utah—the clerk of the Supreme Court is state librarian. In Arizona, a 1953 law provides that the present librarian shall remain until otherwise provided for by law. In only one state, New Jersey, is the position of state librarian in the classified civil service of the state.

One reform which has been advocated by various individuals who have sought to improve the state library agency is the removal of the state library from political control.[15] It would be impossible to evaluate the political factors in each state merely through a study of the statutes, but the increasing number of states that have set up statutory requirements for professional librarians and the length of time many present state librarians have served, even though they have not had the protection of a tenure system, indicates that there has been some improvement in this respect. Only statutory tenure for the librarian will serve to remove the office completely from any future political control but it is clear that, increasingly, the states are making the post of state librarian a career rather than a patronage position.

At present, 39 states have library boards or commissions. In two of these states—Georgia and New Jersey—the board is an advisory one, while in the other 37 it is the governing body of the library. In general, there has been little significant change in board structure or duties in the last 25 years. Several changes, however, are worthy of note. Louisiana and Wyoming have added governing boards where none previously existed and Arizona reversed this operation by doing away with its existing board. New Jersey, which once had two boards with power—the Public Library Commission and the State Library Board—now has an advisory board only.

Just as there has been a tendency to retain a similar governing body for the state library in most states, there has been a tendency for the library to retain the same governmental branch alignment. In only four states—Minnesota, Nebraska, New Mexico, and Wisconsin—is the

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North Dakota, Ohio, Oklahoma, Oregon, South Dakota, Tennessee, Texas, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming.

† California, Georgia, Kansas, Kentucky, Maine, Massachusetts, Minnesota, Nevada. (In Kansas, the governor appoints an individual recommended by the Supreme Court.)

‡ Colorado, New York, Pennsylvania.

§ Maryland, Mississippi, South Carolina.

|| Arkansas, Illinois, Rhode Island. (Rhode Island provides that the secretary of state shall appoint a qualified person to act as state librarian. In effect, this same situation prevails in Illinois.)

state library under other than the executive branch. In Kansas, Oklahoma, and Utah, the libraries are under the executive department but are controlled by a board of the justices of the Supreme Court. In seven states—California, Colorado, Missouri, New Jersey, New York, Ohio, and Pennsylvania—the library is in the department of education and in three others—Arkansas, Illinois, and Rhode Island—it is in the office of the secretary of state. In all the other states, the state library is a separate department or agency in the executive branch of government.

It is evident that an article of this length cannot do justice to the topic of state library organization and functions within the 48 states and the provinces of Canada. There is need for broad, definitive research in the field which can only be done through a substantial grant-in-aid which would provide the funds for an exhaustive study. Such a study would not only give a clearer picture of the status of the state and provincial libraries as now constituted but would also provide a basis of reorganization for those state library agencies and associations which look toward legislative implementation of their plans. It is possible also that a qualitative study conducted by a team of library and public administration specialists would show a brighter picture of state library development than is presented here. Funds for such a study have been sought in recent years by the American Library Association and the National Association of State Libraries and it is to be hoped that a grant for this purpose will soon be forthcoming. To be genuinely useful the study will have to suggest practical methods by which the present separate agencies in many states can be brought into logical and desirable working arrangements that will provide the strongest possible leadership to the states in the years ahead. Here one might ask whether the extension agencies are not the most logical agencies upon which to base future development. When one thinks of "strong" state libraries, for example, one thinks of states like New York, Illinois, and Louisiana, all of which have strong extension programs. Granted that the state library, per se, in most states preceded the extension agency, the more effective extension service, in many cases, has become the library activity that is best-known and respected by the state at large.

The history of the New Jersey State Library may serve to illustrate this general point. The beginnings of the library may be traced back to 1796 when the legislature ordered a book case and some books to be purchased for the use of its members. In 1813 the State Library was officially created by act of the legislature. In 1898, the State Li-

brary made a brief excursion into the extension field by sending out "traveling libraries" at the suggestion of the State Federation of Women's Clubs. In 1900, the New Jersey Library Association succeeded in having a law passed creating the Public Library Commission and in 1904 the "traveling libraries" activity was transferred from the State Library to the Commission. After this brief flurry of outside activity, the State Library quickly reverted to its former role as a quiet, custodial-type library which was little more than a hand-maiden for the courts. This situation prevailed until 1945 when the reorganization of the state library agencies took place. In 1920, meanwhile, the Public Record Office of the state was created and remained as a separate agency until 1941 when it was combined with the State Library. In 1945, the State Library (including the former Public Record Office) and the Public Library Commission, were joined to form the present Division of the State Library, Archives and History of the State Department of Education.

It is interesting to note that the Public Record Office became part of the State Library almost immediately following the death of the former director who had served the agency since it was created in 1920. The Public Library Commission, which had been under the direction of a nationally-known librarian since 1905, was not united with the State Library during her lifetime, even though several governmental research commissions had recommended that this be done. It was only following the commission head's death in 1942 that the long-discussed merger of the library agencies in New Jersey was finally brought about.

Through the efforts of the New Jersey Library Association the law creating the new library division specified the qualifications for the director of the new agency (including graduation from an approved library school) and placed all positions, professional and clerical, in the classified civil service of the state. The new professional librarians that were added to the law and legislative reference section following the reorganization introduced a "service" concept to the legislative activity which brought about worthwhile results in a few years. Appropriations were increased and the suggestion that a separate legislative reference library be established as an arm of the legislative branch was not carried out because the legislators were satisfied with the service they were receiving from a rejuvenated state library, even though it was under the executive branch of the government.

There is good reason to believe that in many cases where the state library is weak and ineffective, it is because its "custodial" tradition left

a stamp that is almost indelible. In addition the position has all too frequently been regarded as a minor political plum and insecure. It is significant that two waves of library activity at state level, the library commission movement of a half-century ago and the recent development of legislative reference libraries as part of legislative councils, ignored existing state libraries in many of the states concerned. Granted that, in some instances, the state library lacked funds and staff to perform these services satisfactorily, and granted further, that some legislators wanted to have the reference service under their direct control, it is undoubtedly true that the widespread growth of the new agencies was due in large measure to the failure of many state libraries to seize their opportunities to perform needed and worthwhile services. As a result, a number of state libraries languished while new agencies flourished.

This proliferation of library agencies at the state level will make the task of building strong, unified or integrated state library agencies that much harder. Nevertheless, based on his personal experience, and on his observation of other state library programs, the author is convinced that the development of strong, state agencies is a worthwhile goal to be pursued. The cumulative effect of a strong staff performing distinct, but related, services and serving a varied clientele, including the state's official family and the general citizenry, is a tremendous asset in developing a strong "system" of libraries throughout the state. The Canadian Library Association, the American Library Association, the National Association of State Libraries and the state library associations in particular should make the development of stronger state and provincial agencies a primary objective in the next decade. It is apparent that to succeed, the task will need concentrated, continuing, and dedicated effort on the part of all concerned.

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Factors in Budgeting and Appropriations

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THIS CHAPTER DEALS with the finances of state and provincial libraries. It does not include consideration of state financial aid in support of local libraries which is treated in full in a later chapter.

The state libraries of the United States and the provincial libraries of Canada are alike in many respects. Consideration of one has many clear inferences for the other. This applies particularly to consideration of finances. It is assumed, therefore, that a general treatment of the financial operations of state libraries in the United States will embrace in large measure the financial operations of provincial libraries. It would remain, however, to point out differences, and it is proposed to do this in a separate section following the general treatment of state libraries in the United States. This procedure will obviate the confusion of attempting to consider both together and to recognize distinguishing differences along the way.

The day of the impotent, isolated, orphan agency of state government is virtually past. In place of the old there is rising a new state library, young in spirit, strong in purpose and respected alike by other libraries and by the government which gives it support. It is this modern state library with which this chapter will deal predominantly in matters of budgeting and appropriations and other financial considerations.

Any consideration of state library finances must recognize one basic factor first of all, that the state library exists and performs within the stream of state government and politics. It is an agency of the government at the seat of government. It is a creature of the legislature which it serves, although its services to the public and to other libraries may far outdistance its services to the law-making body. It is involved in law making in its own behalf and in behalf of other libraries, and it finds itself subject to many laws of general application, like all other agencies of state government. Its policies and

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procedures are influenced and often controlled by general state policy and procedures. The latter are usually a matter of legislative enactment but often they may be regulations imposed by the state purchasing department, auditing or accounting office, or by a new administration which seeks to effect its desired changes. These considerations have a large bearing on the securing of funds and on their expenditure.

Other basic factors affecting library finances are to be found in current developments or trends in state government which affect state finances generally. Three such factors are worth noting, the first being the marked trend toward annual sessions of the legislature in place of biennial sessions. In the ten years since 1945 the number of states having annual sessions has increased from three to fourteen. Annual sessions mean annual budgets and annual appropriations.

The still more common biennial sessions require two-year budgets, of course. This imposes the painful necessity not only of preparing a budget which will carry an agency for two years, but of doing so virtually a year before that biennium will begin. This means that personnel and salary needs must be anticipated virtually three years in advance. The same applies to building and equipment needs, to printing and supplies, travel for extension services and, of course, books, periodicals, binding, microfilming, and other services.

Periods of inflation present most serious problems. These are the times when tax supported institutions are struggling to catch up with private industry as the expanding economy creates constantly rising costs, increasing salaries, labor shortages, and conditions in general which defy budgetary well-being. The biennial budget further retards the struggle to "catch up."

The annual budget, on the other hand, takes most of the guesswork out of budget preparation and out of legislative enactment which must relate appropriations to estimates of income from many and varied tax sources. The annual budget from annual sessions of the legislature enables the state and its agencies of the government to adjust more quickly to changing economic conditions. This important advantage is not without price. Sessions of the legislature are trying times for all concerned. When related to a change of state administration in an election year they are doubly trying. Uncertainty hangs like a cloud over everything, particularly over matters of appropriations. The ongoing programs of state agencies become jeopardized and may be set back a year or more as a result of a political feud among harassed lawmakers. Legislative sessions are ordeals for legislators and state

administrators alike, but they are, at the same time, sterling examples of democracy in action and, as such, they usually turn out better than expectations and deserve more confidence than is often accorded them.

Increasing emphasis on economy and efficiency has been a second general trend in state government that has had impact upon state libraries. The rapid growth of governmental operations with increasing populations to be served and increasing demands for services, has precipitated this movement. "Little Hoover" Commissions have been created to study operations and make recommendations. Personnel policies and practices have been improved. Record systems have been modernized. Machine methods have been installed. State purchasing procedures have been overhauled. Reorganization of governmental agencies has been brought about.

State libraries have benefited from these developments, both directly and indirectly. If they have sometimes been passed by because larger agencies have absorbed most of the attention, they still have had opportunity to "do likewise" and have received encouragement and support in their efforts to increase the efficiency and economy of library operations.

Related to the preceding trend, there has been the third, namely, that of "streamlining" state government, with emphasis on centralized administration. Consolidation of many separate and independent agencies to form a limited number of large departments has been sought. The object has been the lodging of administrative, or at least supervisory, responsibility in the hands of fewer top officials who together would constitute a governor's cabinet in effect. Consonant with this object has been the purpose of reducing the large number of independent boards and commissions. Boards and commissions which might survive such attempts to reorganize the government would be relegated to the status of advisory bodies, without authority to control, if the reorganization succeeded.

In the library domain of the state it has been the accepted principles of such reorganization that have brought about the trend to merge independent library commissions with state libraries. Efficiency and economy have been the objects. The same principles and objects have inspired the growing concept of an "integrated state library agency" that would ultimately encompass all library services of state government. This concept is expressed in the *Role of the State Library* [1] as promulgated by the National Association of State Libraries in 1955, and 1956.

The affect which general government reorganization may have on

the status and powers of library boards or commissions cannot be overlooked. This involves the part which the library board plays in securing and expending library funds.

The best and most recent analysis of state government budgets and budget practices is undoubtedly that to be found in a paper by G. W. Mitchell,[2] presented on September 12, 1955, before the annual conference of the National Association of State Budget Officers. The paper "Recent Trends in State Budget Practice" was accompanied by an admirable tabulation entitled "A Comparison of Recent State Budgets" [3] which analyzes actual budget figures and compares budget practices state by state. This furnishes an excellent background for consideration of state library budget making since the library budget is a part of the state budget and as such it conforms to the over-all state budget and to state budget practices.

In 38 states the authority for making the budget rests with the governor. In the other states the budget authority rests in a board or commission that may be composed of designated administrative or legislative personnel, with or without the governor. If the governor is not himself a member he is directly represented by his appointee, the director of budget.

The normal procedure of state budget making begins with the preparation of budget requests by all departments and agencies of the government for the next fiscal year, or next biennium, as the case may be. All requests follow an established pattern which calls for a breakdown of expenditures into major categories and their minor classifications. Major categories in most states are personal services, (i.e., salaries and wages), travel, supplies, contractual services, equipment, maintenance and repairs, and capital outlays. Along with figures which represent agency requests for the next year, or next two years, are shown corresponding figures for the current and preceding year, for purposes of comparison.

The operating budgets of state agencies are seldom concerned with building maintenance. Building operations are normally the responsibility of a separate agency of the government and are covered in the separate budget of that agency. Likewise capital funds for construction or building improvements are considered apart from operating funds, and, although such funds may appear in the budget request of an agency, they are normally considered apart and may result in appropriations to the agency of government which has responsibility for building construction and improvements.

It is appropriate to mention here the question whether a library's

income for all purposes should be consolidated in one budget as against a break-down by functions or operations. A specific example in point would be the segregation of budget for extension services as a separate but integral part of the library's total budget. One consolidated budget offers the advantages of flexibility of administration and operation. Such consolidation occurred in some instances where a previously independent Public Library Commission became merged with the state library. There is reason to doubt, however, that under a consolidated budget the appropriations obtained by the library produced as adequate a support for extension services as a separate budget and separate request might have obtained. For this reason there have been instances of change wherein a budget for extension services has been set up as a separately identified part of the total library budget. This may be an emerging trend. As such it would fall in line with the proposals of budget experts and government finance officers who advocate "program budgeting." By this is meant a budget presentation which identifies particular services and permits their analysis in terms of unit costs and workloads. Such budgeting and such cost-conscious administration of finances could have significant and salutary application to all libraries, but especially to a state library with its many specialized services,—archives, state history, service for the blind, as well as extension.

The library, in preparing its new budget, depends upon its director, working in collaboration with administrative personnel. Needs and wants are ascertained for all operations and translated into figures. The figures are reviewed by the director and his principal administrative assistants who try to see the whole budget in perspective and to identify points in question to be resolved. Such preliminary steps should be taken in ample time to permit two other important steps before the budget takes final form: (1) involvement of the library board or commission in resolving questions of policy or strategy, and (2) discussions with the budget director or his principal assistant for the dual purpose of explaining the library's needs and programs and obtaining advice. This advice can be a critical guide to shaping the final budget since it may disclose the trend of fiscal thinking in "high places" and a knowledge of the predilections of members of the budget authority itself.

Following the completion of the library's budget there remains only the preparation of supporting statements of explanation and justification, with careful regard to sound logic. All is then transmitted to the budget authority, often with a request for a hearing.

In the meantime the budget authority has been carrying on studies of tax sources, economic conditions, and other factors to determine anticipated income and trends, also possible sources of new income that may be needed. As agency budgets are received the budget director and his staff analyze them to determine again points in question and to prepare for their review by the budget authority itself.

The review of the library's budget proposals by the budget authority attempts not only to resolve points in question in the library budget itself but also to relate the library budget to other budgets and to relate issues raised by the library budget to like issues raised by the budgets of other agencies. In this process fiscal policies take shape and major fiscal problems emerge. These become the issues which the state administration must be prepared to deal with and the issues which finally become resolved in the legislature.

Out of its review of all budgets the budget authority reaches decisions and arrives at its recommendations to the legislature. Its decisions are based on its estimates of current and future income. The figures it recommends for departments and agencies represent its judgment of sums that may be appropriated fairly and safely to all, within the limits of anticipated income from current sources. Its judgments are usually conservative. Its exercise of fairness tends to hold all budgets to some least common denominator which can apply to all alike for their normal on-going operations. This is natural and probably necessary in view of the vast magnitude and overwhelming multiplicity of its job covering all agencies of state government and all state institutions of every variety.

The budget authority does not work in a vacuum, however, it does conduct hearings. It is subject to well-known patterns of budget behavior, usually produced by outside pressures. Mitchell,[2] in his paper referred to above, mentions three such common behaviors, namely, giving way at all costs to a "sacred cow" program which a state administration has adopted as its first objective above all others; yielding to demands too strong to resist, calling for arbitrary cuts or increases that are clearly unjustifiable; and accepting policies that are known to be based on less than a minimum of relevant information.

The critical fact to be noted about the budget authority is that its recommendations to the legislature, once they appear in print, do determine appropriations, with rare exceptions, at least for the normal on-going operations of all departments and agencies. Special projects and new major proposals usually are passed on to the legislature to decide, since they may involve major policy change or unassured in-

come or new taxes. A cost-of-living adjustment of salaries or a general percentage cut in a major category of expenditures "across the board" would be examples of such referrals. The fact remains that, fundamentally, new budgets of departments and agencies are set by action of the budget authority before the Appropriations Bill reaches the legislature. Legislators necessarily depend on the work of the budget authority that has gone before. Their limited time must be devoted to the larger problems and controversial issues which relate to state policy and taxation. The library, like other agencies, needs to work as closely and as harmoniously as possible with the budget director before the legislature meets in order to obtain a fair assurance of favorable appropriations.

The final outcome of budget making is the budget authority's production of the so called "budget document." This heavy publication (it may weigh several pounds) contains all the figures and explanatory information which the budget authority considers necessary for legislative consideration of the Appropriations Bill (or bills). It is the basis for drafting the Appropriations Bill, which enumerates departments and agencies and designates proposed appropriations. The Bill, first introduced in the House of Representatives, goes through the usual legislative procedure in its most exacting form,—referral to committee, public hearings, lobby pressures, party caucuses, and eventually action and passage. All this is repeated in the Senate, after which differences are settled in a conference committee representing both chambers. The end result is a very important statute which authorizes the appropriations which shall be made to governmental departments, boards, commissions, state hospitals, prisons, universities and colleges, and libraries.

In the long and arduous process that has preceded the final determination of the library appropriations it is possible to recognize the factors of influence which have had their play, namely, state administration policy; personal influence in all its ramifications; official inertia; hearings, which may be before or during the legislative session; lobbies, in particular the pressures which may be brought on legislators by the state library association and sometimes by other organizations friendly to libraries. The order of listing is probably the order of importance, although personal influence may actually rate first position in that state administration policy is essentially a product of personal influences at work.

The factor called official inertia merits comment. It refers to the strong human tendency to "hold the line" and avoid change. Legis-

lators are particularly susceptible. They resist change for fear of political consequences, or fear of future implications of the change, or because they do not understand and have no time or inclination to find out in the midst of all the other pressures that besiege them. Such tendencies have often stood the state library in good stead when ill-considered moves have been put down which proposed sweeping cuts in all appropriations or unfair cuts in some appropriations in favor of others. On the other hand, official inertia has been a principal handicap to library progress at the state level. Libraries are a subject that is apparently not easily comprehended by most legislators or key officials and is therefore easier to pass by. The relative weakness of the library forces of the state further encourages the tendency on their part to do nothing or to do only a little. There is an obvious need for a stronger, unified force in support of state library development, combined with effective personal influence where this can do the most good.

Appropriations are only authorizations of funds available. The funds now have to be made available by conforming to the state's auditing, accounting, and budget control procedures. Some states allot appropriations in quarterly amounts of approximately one-fourth of the annual appropriation. This reduces the risk of deficit spending, when an agency may exhaust its appropriated funds before the end of the year. It also improves the possibility of saving, by having unused funds revert to the state.

The first necessity facing an agency after final appropriations are known is to revise its original budget to fit within the appropriations that have been made. This can be quite painful in the necessary curtailment or scrapping of plans and hopes included in the original budget. The agency is usually accorded considerable discretion in making this revision as its administration and board may best determine,—with one exception. Legislative appropriations for staff and salaries are less flexible than other appropriations. They may be reduced, of course, and may often be transferred to other budget classifications which prove insufficient. Salary appropriations can, however, seldom be exceeded, and then only by special approval of the high fiscal authority that may decide such questions, even though the agency may have funds in other items of budget which might be transferred for the purpose. This is understandable state policy. Freedom to make capital of positions and salaries would be a great temptation to state officials who had strong party affiliation, and obligations. Salary funds, moreover, represent the largest item of expense for the

operations of government and could very easily get out of hand with the best of intentions. Government is very sensitive about its payrolls for fear of public criticism. For this very reason the salaries which the state pays are held down to levels which make it very difficult to attract and hold competent people, especially in periods of general prosperity and inflation. These considerations relating to staff and salaries have full impact upon the state library and bear out again the declaration that the library exists and must perform within the stream of state government and politics, however exempt it may be from direct involvement in partisan politics.

Through the year the library is guided by its budget in the expenditures it makes from day to day and month to month. No expenditure can be a simple matter of placing an order and paying the bill. The library is a part of state government. State government has many detailed laws about purchasing, accounting, and auditing. It has a host of policies and procedures, which may be changed drastically with the accession of a new administration which brings with it change in the leadership and staff of the departments of government.

The library must adhere to many legal requirements governing all agencies and must be prepared to follow policies and procedures that become established. This does not mean a straight-jacket existence. Library requirements and operations are strange to other departments of government. The leadership and staff of these departments are usually prepared to accept advice and suggestions from the library concerning needs peculiar to libraries. They are willing to seek interpretations of law which will help the library and to make exceptions to policy or regulation where library needs justify this. This suggests the importance to the library of friendly relations with other departments of government, particularly those identified with financial operations in all aspects.

The following comments, supplied by Mary E. Donaldson, provincial librarian of the Province of Saskatchewan, are concerned with the financing of Canadian agencies which give services similar to those of state libraries in the United States.

The preparation of the estimates or budgets for provincial government libraries and the expenditure of the funds follow, in general, the pattern outlined for state libraries, but necessarily conform to the procedures of the particular government. Some differences should however, be mentioned:

1. Canadian legislatures meet annually, with budgets prepared for each session.

2. No provincial government has a senate, though in Quebec there is a second house, the legislative council, as well as the legislative assembly. Therefore, except in this case, budgets have to be passed only by one body.

3. Public hearings and lobbying are not generally a part of the procedure. Any representation would be made while the budget was in preparation. Once the budget speech has been made and the estimates for the year tabled for the consideration of the members, there is no opportunity for revision. Changes in the estimates can, however, be made through representation of any member. The estimates, in their final form, as approved by the legislature, then become a bill.

4. Except in British Columbia, there is no commission or board with authority. Some of the other provinces have councils or boards to advise the minister, but they have no authority.

Provincial and legislative libraries, as well as extension agencies, in most Canadian provinces, have participated in and profited by the recent over-all growth and development of libraries. This has been particularly evident in the agencies concerned with library extension and development. Internally, it is reflected in higher budgets, which have made it possible to employ more librarians at better salaries. However, increased budgets are only approved when supported by realistic work programs, and some interest or demand on the part of the taxpayer. With public, and in most cases government, recognition of the place of libraries in the educational field, as well as the general development of libraries, provincial library budgets must be increased if these libraries are to be able to meet the demands for assistance and leadership.

State and provincial library agencies have experienced a signal growth in services and financial support in the past generation, a growth that has accelerated since the Depression of the early 1930's, and increasingly since World War II.

Statistically the growth is more implied by the fact that statistics of finances have begun to appear and take form, than proven in clear details by the available statistics themselves. Those available are found in recent issues of the U. S. Census annual publication, *Compendium of State Government Finances*[4] and of the *Book of the States*.[5] The latter publication does offer a direct comparison of state expenditures for library services, showing a 75 per cent increase between 1937 and 1946 totals for all states. The current volume, 1954–1955, broadens the scope of the statistics to show for the first time total

"expenditures by the state library agencies that include public library extension as one function," and here attempts to distinguish amounts spent for state grants in aid of local libraries which are state funds over and above those appropriations for operating state agencies. Even if the figures reported cannot be trusted as covering the same agencies the total for all states for 1953-54, omitting state aid, rests at twice the figure for 1946. Improvement and stabilization of statistics may be expected to come out of a current proposal of the National Association of State Libraries to compile and publish statistics for state library agencies.

These statistics show the striking advances in financial support that have been made by virtually all state library agencies in recent years. Total appropriations by states for aid to local libraries now amount to more than that spent in 1937 by all states on only their state library agencies.

The financial gains have been related, in the United States, to the trend toward integration of library services at the state level, and to the growing recognition of the critical role that state libraries increasingly are playing in the development of state-wide library service.

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Direct Public Services

MILDRED P. McKAY

A STATE OR PROVINCIAL LIBRARY may provide the data used in drafting a law of far reaching significance, be the source of information for one more historical novel, supply a winter's reading for an isolated family, or aid in locating a citation required for the successful solution of an important case. "Bread and Circuses" was the title of a state library report a few years ago and a better characterization could not be found for some state libraries. Research material for the scholar, reference material for legislator and government worker, technological information for business man and industrialist, and books which enrich and add sparkle to living are all a part of state library service. It would not be correct to say that every state and provincial library has an impressive collection of materials and caters to a wide variety of people, but there are government-supported libraries in many capitals with good library service for jurists, lawyers, legislators, business men, historians, genealogists, writers, government workers, club program directors, the blind, and just plain people. In these states the public has discovered that its state library supported by public funds has a richness that is matched only by the best city libraries.

Each state or legislative library collection reflects the particular needs and interests of its government. The libraries were started with a collection of law books to which were added books on government, political science, history, and finally significant publications in all fields of interest to the state and its citizens. The collection of official documents was a natural development for the early library and it is not surprising that this was expanded to include all materials about the region. The establishment by the federal government of depository libraries and the development of the exchange of publications between states further strengthened the libraries. To answer questions quickly and accurately the state library, along with all other good reference libraries, acquired many indexes, bibliographies, handbooks, and en-

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cyclopedias which reveal a subject. The acquisition of this material over many years has developed in most states a book collection of real substance.

To make this collection effective, certain well-defined state library services developed. They are usually law, legislative reference, general reference, history, archives, government publications, and service to public libraries. Each one of the functions can be discussed as a separate service, and in some places each one is an independent agency. To become ensnared in a discussion of the organization of library service for these fifty-eight governmental entities, or whether one agency or several is best for a particular government is fruitless.

Services for government-connected personnel follow rather closely the three branches of government: a law library for the use of the courts and the attorneys of the state; specialized reference service for legislators; and general reference for executive departments. In Canada the principal law library in the provincial capital is maintained by a private law society with small government-supported legal collections for the use of courts and attorneys general in the legislative libraries.[1] This is in marked contrast to the United States where in thirty [2] states the state-supported law library is the largest, and in certain states the only sizable, legal library in the state. These thirty states do not include California, Connecticut, Massachusetts, and New York where the state law libraries are among the largest in the country but are exceeded in size by outstanding private collections. The smallest state law libraries are in North and South Dakota reporting 26,000 and 30,000 volumes respectively.

Although size is not indicative of quality it is a fact that to provide adequately for the legal needs of a state the collection must be fairly extensive if individual requirements are to be met satisfactorily. One hundred and fifty years ago the legal books a lawyer needed were few and could be placed on shelves near his desk. Today the literature is extensive and the successful lawyer needs a large library. It is not surprising that states have accepted the provision of a law library for the courts, which is open to all attorneys and administrative agencies, as a primary state responsibility. The interests of every citizen are involved in this effort to forward justice.

Legislative reference service in the United States and Canada developed because a special group of people, legislators, needed a service which the reference department of a state library could not provide. The general reference, or law library, had the necessary materials but the philosophy of the reference librarian based on the theory that

the patron should do the actual work himself precluded effective service for legislators. For that reason it became necessary to provide a small working collection of books, reports, periodicals, and newspaper articles on subjects currently under discussion, with a staff able to assemble information from these resources and present it in a concise and understandable form. Today's legislator must be alert to the problems of his constituency, have a broad concept of the probable effect of the laws which he helps to make, be able to see beyond the self-interest of groups and select the best course from recommendations of state department personnel. He has little time for thoughtful reading on the many subjects under discussion, but he needs the benefit of the best thinking on a subject, knowledge of the experience of other states, and reliable facts if he is to serve the state with wisdom and integrity.

A Council of State Governments' committee on the services needed by legislators included the legislative reference function and defined it as "the process of discovery, procuring, maintaining and utilizing current materials likely to provide both ready answers and more detailed replies to questions and problems which come before the legislature . . ." [3] In every legislative reference library many questions are quickly answered and a number of important research studies undertaken each year. The legislative librarian, as the librarian in industry, prepares bibliographies on special subjects, informs members of publications of particular interest, and assembles data from published and unpublished sources and presents it in digested or tabulated form. To enable the librarian to give swift service various indexes and special collections of materials, often newspaper clippings, are made by the legislative reference staff. The most important of these is an index of all bills introduced, with a day by day record of progress, and a comprehensive subject index.

A few state libraries participate in orientation programs for freshman legislators and use newsletter techniques to inform members of special materials and services available. Bill drafting has been included with legislative reference service in a number of states. Since the staff required must have legal rather than library training this function would appear to be one of organizational convenience within the state rather than of library significance.

In a number of provinces the activities of the legislative libraries are almost entirely concerned with reference service to members of the parliaments. In a report on the legislative libraries of Canada the committee commented that too few of the elected representatives used

their libraries.[4] W. R. Roalfe in his study of law libraries reported twenty-three state libraries with legislative reference departments.[5] The current issue of *The Book of the States*[6] does not include all of these agencies as the principal legislative reference service. Here is a needed service and its successful operation is a challenge for every state library.

Work for the staff of government departments has not been a subject of discussion at meetings of state librarians, nor has it received much attention from writers about state libraries. Occasionally biennial reports, or leaflets describing the services of a library, contain references to this phase of state library responsibility. At the California State Library a reference librarian is assigned regularly to state department problems, and a few state librarians have reported special projects with other state departments such as providing books for specific purposes, jointly sponsoring reading programs, and preparing subject bibliographies. The services available for the executive branch of the government should be as intensive and as specialized as those provided for the courts and legislature. It is one of the most important services which a state library can provide. Library materials needed by department personnel cover all subject fields and have a strong similarity to those useful to the legislature. While members of the legislature are concerned with a subject as it relates to the functioning of the government, officials and department assistants need more comprehensive information. The legislator must have sufficient data to determine whether or not a fish hatchery should be established, while the department official must be as well informed and have in addition the latest research on all phases of fish culture and hatchery management.

Without doubt every state and legislative library can top the story of Isadore G. Mudge and her staff reading the complete works of an author for the president of Columbia University, with many experiences of scanning complete works to place in context a quotation imperfectly recalled by the governor, or of reading page after page of a newspaper to locate a political speech. Professional workers in increasing numbers are being employed by states, and the opportunities for reference assistance are multiplying. It is not, however, only professional personnel who turn to the library for help. In an ever-expanding government there are many clerical and other workers who need materials for on-the-job education and spot reference. If state or legislative libraries fail to give service to officials and employees, department libraries will be started, creating many small libraries and a weak central unit not unlike the situation found on some university campuses and the states' resources scattered.

Reference work and the loan of books and other materials for judges, legislators and department employees are special library functions and the library, or libraries, created by the government for this purpose have personnel and materials to answer the needs of a selected clientele. In a few states and some provinces additional library responsibility is not accepted by the state beyond assembling historical and archival collections, which are essentially for the use of historians and the state group, and only incidentally open to the public. The majority of libraries, however, have welcomed the public to their reading rooms, and made their books available for home use.

Loan and reference service is available in twenty-four states and one province for people living in communities or isolated regions where public library service is non-existent and it was recently reported to the California State Library through a questionnaire that an additional seventeen states and two provinces give direct service to any resident. The legislative libraries of Canada recognized this responsibility to the general public and reported to the Canadian Library Association "While originally conceived for the purpose of providing Legislative reference service in the main, Legislative libraries have quite legitimately expanded their service beyond this function. For the most part the resources of these libraries are (and if not, should be) such as to make possible a wider public reference than is possible or practicable to expect of even an expanded public library service." [7]

This opinion is shared by the members of the American Library Association, Coordinating Committee on Revision of Public Library Standards.[8] A draft of the preliminary report of this committee proposes a plan for improved public library service based on a three-level system of libraries. The first unit is a local library near every reader; the second is a regional library within reasonable traveling time, which will provide the services of a good city library; and the third is the state library which is described as the source of specialized materials and the agency for answers to difficult information inquiries.

It is logical for state level library agencies to provide service to the 27,000,000 people in the United States, and their counterpart in Canada, who do not have local libraries. The type and amount of service ranges from sending out titles requested by a few people to a vigorously promoted service which includes the use of bookmobiles and an effective program of answering borrower's questions. The reference work is comparable to that of any moderately large public library with questions running the gamut from simple to complex. In addition many states have special services to encourage the use of books. In North Dakota a program chairman can send in the

topics for a series of discussion meetings and the library will recommend and provide suitable materials. In Illinois the library prepares booklists and acquires reference and other materials of special interest to labor groups. The Legislative Library in Ontario has the additional responsibility of the professional library for the teachers of the province. Several libraries have reading courses and award certificates upon successful conclusion, and many issue mimeographed or printed booklists on subjects of general interest. Location in the capital city of headquarters for many state-wide organizations offers state library personnel an excellent opportunity to promote reading and discussion on the important topics of the day. Recently a member of the Louisiana State Library staff served as chairman of a steering committee on adult education. The purpose of this committee was to bring together representatives of all organizations, institutions and agencies engaged in programs directed toward the education of adults. Also the New York State Library working with other groups, including libraries, participated in a thirteen-week television series named "World of Books." These are only a few examples of programs which aid the individual in his search for recreation and information.

In every state there are handicapped people. Fortunately the majority can, and do, use regular public library services, but the blind and bedridden need extra attention. The oldest library service to handicapped people, loaning books to the blind, is provided by six state libraries, while twelve city libraries, one county library, two state welfare departments and four private libraries act as distributing agents for the remainder of the country.[9] The number who can read Braille is limited, but the development of talking books has expanded educational and recreational opportunities for these people, and as a result placed heavy burdens on the city libraries and private institutions that give state-wide service. In at least one state, Oklahoma, projected books, and ceiling reading machines are available for loan to the bedridden. The state library, of all the libraries in a state, is an appropriate central agency for the selection and distribution of materials for the handicapped.

D. S. Freeman addressed the Richmond, Virginia, meeting of state libraries on the "Interests of History and Research" saying in part, ". . . the state library is essentially the historian of the state. I think its first duty lies in that direction."[10] That there is general agreement with this famed historical writer is evident, for in every province and state there are official collections of books, maps, documents, and pictures bearing on the history of the state. Universally, legislative bodies

have agreed that this is a function worthy of government support. To be sure private historical societies preceded the state in some places, and several agencies may carry out all of the activities necessary, but it is recognized that here is an area which requires the facilities and legal backing of a government to achieve even moderate success. In a recent study the Legislative Council of Alabama [11] describes the functions as care and custody of official archives, assembly of all materials bearing on the history of the state, encouragement of historical research, and responsibility for spreading information about the state's history. The historical collection is made up of manuscripts, books, pamphlets, periodicals, newspapers, documents, pictures, films, in fact any form of communication relating to the present or past of the region which can be organized within a library. The publications may be creative works of native sons or yearbooks of local clubs but together they tell the story of people living and working for a better life.

Although the historical collection may receive little attention from state librarians writing in current library publications, there is no doubt that the rare, documentary, and general resources which relate to the state and its subdivisions are among the most valuable and generally sought after resources which the library provides.

As libraries have assembled collections concerning the state they have often acquired important imprints and unusual collections of manuscripts. It is not surprising that collectors wishing to preserve for scholars the efforts of years of searching for important publications and documents should give these valuable materials to state libraries. The British Columbia Legislative Library has a valuable Shakespeare collection, the Sutro branch of the California State Library is well-known for its seventeenth century pamphets and broadsides, eighteenth and nineteenth century Mexican documents and priceless Hebrew manuscripts and books, and at the Virginia State Library the Poe collection is an important resource in American literature. If a careful count were made, there could be uncovered in many libraries at least one collection of interest to students.

To the library patron who hunts heads in the jungle of family trees the state library is a "must." In the past some librarians looked with scorn upon this egotistical searching but many state libraries developed important genealogical collections for which present-day social scientists are grateful, for here is revealed the people who lived in the preceding centuries. To the genealogical collections have been added such publications as privately printed diaries, playbills, and

political broadsides, the military and civil lists of state and local governments, all equally important sources for the historian who no longer records history as a series of battles or headline events.

To these riches, whether they are in the state-supported historical society, a special archives collection, or the state library, there must be added the official publications of local, county, and state governments and complete files of the maps and newspapers of the region. These publications are essential in any research involving political, economic, or social conditions of a state. They currently inform a citizen of the work being done by his government and they serve as a link between the past and the present ultimately providing the scholar with factual materials by which he can judge the progress of the state. It is interesting to note that when the legislative librarians of the Canadian provinces began a survey of their respective libraries in 1947, the Canadian Library Association referred to the group a request from the Canadian Social Science Research Council for consideration of the "inadequacy of the files of publications of the provincial governments of Canada in each Legislative library." [12] It is quite possible that similar conditions exist in some of the states since securing official publications from ever-multiplying departments is fraught with many hazards not the least of which is turnover in the position of clerk in charge of mailing lists. A few states have enacted laws to provide safeguards against such eventualities but even in these states constant vigilance is required if completeness is achieved. It is not enough that the library assemble all of these materials in an organized collection. Other states and the national government have need of the publications. Every state library has an obligation to prepare frequent checklists of its state's documents. It is encouraging that at least thirty-one states [13] are issuing periodic checklists of these valuable resources.

Icko Iben,[14] in an article on newspapers, reports that many state libraries regard the preservation of the newspapers published daily and weekly in cities and towns as a major responsibility. In the American Library Directory, 1954,[15] there is hardly a state or legislative library which does not include newspapers in its special collections' listing.

A state library, as any other library or institution, must define its objectives before an effective library program can be developed. In some states these may be limited, with the result that only a few services are necessary and in others they may be broad requiring all of

the activities described. If the signs which point to the future can be a guide, state libraries will do well to reconsider basic objectives in terms of the services which can best be performed at the state level, as well as in terms of the needs of the government and people of the state. There are no written standards by which to determine the quality of service of state libraries but there are signs which indicate that there are goals which some libraries are not reaching. The state library should be pre-eminent in law, legislative and government reference, history and archives and general reference. Roalfe concludes his section on state law libraries with a warning: "Furthermore, the information secured in this study clearly indicates that the law library service is by no means always as effective as it should be and that both formal changes and a greater degree of cooperation are in some cases greatly needed." [16] The trend toward separation of legislative reference libraries from state libraries and the growth of department libraries are danger signals which should not be overlooked. Holdings of books, periodicals, films, and other materials must be extensive and the staff expert in using the materials if the service is to be of high quality.

The recommendation that the state library be a third level of public library service suggests the opportunity of providing unusual reference service for all the people of the state. Some state libraries, particularly where there are several agencies, will need to give serious consideration to the development of a reference collection, broad in coverage and superior in quality. The increase in establishment of library outlets close to the people will bring a lessening demand for general public library service; already two state library agencies have reported a decrease in requests for recreational material. The state library staff through its association, at the state capital, with government workers and state-level organization personnel is in a strategic position to encourage the use of all media of communication. There are many opportunities for state libraries to improve and increase the quality and organization of library services, and the challenge of providing the best possible service for government workers, historical materials about the state for research, and superior reference service for all the people should be the objective of every province and state. The promotion of the free exchange of ideas and free access to the resources which makes this possible are the responsibility of every library and the state library should be a vital part of this free system of education which provides these services for every citizen.

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Supplementary Services to Local Libraries

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THE STATE OR PROVINCIAL library or library extension agency often carries on a variety of programs and offers many services. The purpose of this paper is to describe certain of the supplementary services directed toward other libraries, characteristic of state library agencies. In this sense, the state or provincial agency is a "library's library" in that it may supply books, bibliographic services, and reference assistance to libraries rather than directly to individuals. Only in a very general sense is there any clear pattern of such services common to most of the agencies.

The National Plan for Public Library Service and the Public Library Inquiry both stressed the importance of the state agency and the supplementary services which it might offer. It is probable that these two studies are still having a direct and potent influence on state and provincial library programs.

Perhaps the primary reason for the disparity in supplementary services offered by state and provincial library agencies may lie in their development in response to needs expressed by already established public libraries rather than in anticipation of, or as the originator of, a system of libraries. Although its development has been encouraged in many areas from the state or provincial level, the public library, as R. D. Leigh has pointed out,[1] is primarily a local institution in origin and support.

Occasionally, the impact of strong personalities (Melvil Dewey in New York and J. L. Gillis in California, for example) enabled the state library agency to gain strength and to expand its range of services at a fairly early stage in its development. However, in many areas, the agencies are still struggling to clarify their programs and to enlist citizen and legislative support.

For the purposes of this article, the primary areas of supplementary

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services offered by state library agencies to other libraries were defined broadly as follows: reference services and inter-library lending of materials; advisory and consultative services; publication in the general area of librarianship, and the collection and dissemination of statistics about libraries; administration of grants-in-aid, and performance by the state or province of such services as processing for local libraries; maintenance of state historical collections (not ordinarily archives); and miscellaneous services such as placement or referral services and development of legislation affecting libraries.

This article is based largely upon the replies to a questionnaire circulated to fifty-five state and provincial libraries and library extension agencies in the United States and Canada. Replies were received from fifty of those organizations. It was presumed that only one of those not replying, New York State Library, would have reported quantitative data sufficiently large to affect materially the totals. In a few instances data for that library were located in its publications.

Accepting for the moment the hypothesis as to the origin of state library extension and supplementary services expressed above, it seemed none the less possible that rational, step-by-step planning of the state or provincial library program in many areas might be in progress or might have been completed within the past five or ten years. In the compilation of the questionnaire used in this study, it was assumed that most states and provinces either had established standards of library service or had, implicitly, if in no other way, accepted the *Post War Standards for Public Libraries*.[2] Any state or province, having recognized certain standards, might logically then study the present performance of its libraries to determine wherein the standards are and are not being met. Such surveys were known to have been conducted by several states and to have proven useful in the third step; namely, the laying out of a program designed to rectify the discrepancies noted between standards and performance.

The questionnaire upon which the bulk of this report is based, then, included a question asking if there had been a comprehensive survey including public libraries within the last ten years and a question asking whether a written program of library development had been formulated within the last five years. Using the grouping of states set up by C. B. Joeckel and Amy Winslow,[3] (modified to break the southern group into southeast and southwest, and treating the Canadian provinces as a single category) the following table summarizes the replies to these questions.

TABLE I

States and Provinces (by Region) Having Had Comprehensive Surveys and Having Developed Written Programs for Public Library Development

Region	I	II	III	IV	V	VI	VII	VIII	Canada
Number of Replies	6	5	5	10	7	3	6	3	5
Number of Surveys	4	3	2	6	5	1	2	1	1
Number with Written Programs	4	4	3	4	5	3	5	1	2
Program Developed by 1. Library Agency			3	2	2		2		1
2. Library Association		2	1			1			
3. Both	4	2		3	3	2	3	1	1

I—New England

Connecticut
Maine
Massachusetts
New Hampshire
Rhode Island
Vermont

II—Middle Atlantic

Delaware
Maryland
New Jersey
* New York
Pennsylvania
West Virginia

III—East North Central

Illinois
Indiana
Michigan
Ohio
Wisconsin

IV—Southeastern

Alabama
Florida
Georgia
Kentucky
Louisiana
Mississippi
North Carolina
South Carolina
Tennessee
Virginia

V—West North Central

Iowa
Kansas
Minnesota
Missouri
Nebraska
North Dakota
South Dakota

VI—Southwestern

Arkansas
Oklahoma
Texas

VII—Mountain

Arizona
Colorado
Idaho
Montana
Nevada
New Mexico
* Utah
* Wyoming

VIII—Pacific

California
Oregon
Washington

Canadian Provinces

Alberta
British Columbia
* Manitoba
Nova Scotia
Ontario
* Prince Edward Island
Saskatchewan

* No reply, or received too late for inclusion.

As is evident from the table, twenty-five states and provinces report comprehensive surveys including public libraries within the last ten years. Thirty-one report written programs developed in the last five years. The indication is, of course, that in at least six areas programs are being or have been formulated without a formal or comprehensive recent evaluation of library performance as compared to any existing standards. The questionnaire did not attempt to discover anything about the quality of the surveys reported or the effectiveness of the programs of development. The report that library services, facilities, and needs have not been evaluated on a comprehensive basis in twenty-three states and provinces, and the absence of programs in seventeen such areas raises some questions as to the clarity with which the state and provincial agencies and library associations see the objectives of the services in which they are engaged, as well as to the effectiveness and vigor with which they are applying themselves to the solution of problems and realization of objectives. The indication may be that higher value is placed on the worth of intuitive and general judgments of existing library services and needs than upon the accumulation of objective data as a method of determining needs and developing programs to meet those needs.

Undoubtedly, some agencies and associations have well-defined objectives but have not yet been able to muster the support to bring about surveys out of which state and province-wide programs of service and future development can be built. It does not seem probable that analyses made more than ten years ago, the close of World War II, and programs that may have been developed more than five years ago and have not been revised, can still be completely attuned to present conditions and needs in any area. It is known, aside from the questionnaires on which this article is principally based, that some states having had neither a study of services, facilities and needs nor having a program of development are attempting through their legislatures and other means to achieve these.

The provision of library materials, printed and in other forms, through a planned program of inter-library loans from a state agency to local libraries can be of great importance either to supplement the local resources, to provide limited service where there is no local library, or to demonstrate the value of library services. Virtually all (48) of the agencies which replied to the inquiry form stated that they lend books as a regular and publicized service. There is somewhat less unanimity as to the range of materials thus made available.

The following table summarizes the responses to the section of the inquiry dealing with this topic.

TABLE II

Materials Loaned by State Agencies to Local Public Libraries

Type of Material	Number of Agencies Lending
Books	48
Government Publications	35*
Periodicals (General)	32
Foreign language materials	27†
Films	19‡
Genealogical materials	18§
Sound recordings	13
Art reproductions	13
Law books and periodicals	10
Embossed and "talking" books for blind readers	8

* One library specified "reference use only" and two indicated that only a limited collection is maintained.

† Five libraries indicated limited collections.

‡ Eight libraries lend films only on library subjects.

§ Two libraries specified "reference use only" and one indicated a limited collection is available.

Because the data gathered were quantitative, no conclusions as to the quality of the materials loaned may be drawn. No pattern as to the availability of materials from state agencies according to regional grouping is discernible; variation is the rule.

The provision of materials through inter-library loan from state agencies is more commonly in response to requests for specific titles or for material on specific subjects than through loans of collections of material. However, some thirty-three agencies lend collections of books, often pre-selected, ordinarily in addition to filling author-title or subject requests. More often than not, loans of collections are made to community groups where there is no local service or to the local public library if one exists. Though replies were somewhat difficult to interpret on this point, it seems apparent that a surprising number (19) of the agencies will lend materials directly to individuals who live in areas served by local libraries. The purpose of working through the local library, ordinarily, is to insure that the central agency does not substitute for it and thereby undercut local support.

The unique function of the state agency in the inter-library loan program often is to supply the more highly specialized, ordinarily more expensive, books rather than the items which are likely to be in heavy demand throughout the state. The majority (41) of the agencies replying stated that they emphasize the expensive items rather than the popular ones. For reasons not disclosed by the questionnaire, however, twenty-three agencies indicated that they buy popular materials in some degree. Of those, six either emphasize the more expensive materials or buy popular items only of certain types (for example, books used in adult discussion groups). In some instances, the term "more expensive" doubtless includes research materials of one type or another. However, it seems safe to assume that for the most part the phrase encompasses technical books, university press books, and other interpretative works which it would be uneconomical for any but the large public library to purchase for its own collection. Where these materials are held in a central collection available to all, they are more apt to be used a sufficient number of times to warrant their cost than they might be in the local public library.

As an extension of inter-library lending of their collections, twenty-one agencies reported that they maintain or have access to a state or regional union catalog. Only six of the replies indicated that the agency itself maintains such a catalog, the remainder rely upon one of the regional catalogs (Pacific Northwest Bibilographic Center, for example) or on catalogs in other agencies, primarily state universities. Through the union catalog, it is often possible to locate unusual items sometimes generally classified as "research" materials. That this is an important function no one would deny. However, to the public library, a union catalog is ordinarily more than a device to insure the existence or preservation of esoteric materials; it is a useful tool to be called upon virtually every day to locate items which are in more or less common demand by serious readers. In this sense, the function of the union catalog maintained by the state extension agency is often quite apart from the function of the "scholarly" union catalog. Some central finding device, such as a local, state or regional union catalog seems essential to any system of libraries. The high cost of establishing and maintaining such devices undoubtedly has limited their incidence.

That primary importance has long been attached to advisory services, in addition to the provision of supplementary materials by state and provincial libraries, is seen by the fact that forty-seven of the fifty respondents answered that such advisory services are given to

local libraries. All forty-seven give advisory and consultant services to local public libraries and library trustees. Next in numbers, thirty-one agencies advise and assist correctional, custodial, and penal institution libraries located in different parts of the state or province. The inquiry did not request information as to how many state library agencies actually administer these libraries. It is believed that advice and assistance, as well as supplementary book and materials service, in all but a very few instances, are given by means of inter-agency cooperation rather than through administrative controls.

Local school libraries are the recipients of the third most widespread state advisory service, twenty-five respondents having indicated that this assistance is given. While seven of the eight state library agencies which are divisions in state departments of education give advisory services to local school libraries, an even larger number of agencies, (18), separate from departments of education, also offer this service. While the extent and quality of the services given by the seven could not be compared with that of the eighteen, it would appear that the separate status of the majority of state library agencies does not preclude their offering direct advisory assistance to local schools.

Seventeen states and provinces reported giving advisory and consultant services to business and other special libraries, although these might usually be assumed to be private libraries—a few also advise private school libraries—and the extent and quality of the service could only be learned through much closer analysis than was made. College libraries receive limited advisory services from state agencies in sixteen states and provinces. A few states reported giving advisory services "to anyone who asks for it."

Numbers of positions in state and provincial library agencies assigned chiefly to advisory and consultative services ranged from one-fourth of one position to twelve, the highest numbers being found in the southeastern, New England, and east north central states. These groups of states, plus the west north central states, show also the highest correlation between recent statewide surveys and written programs of library development. Whether there is a further correlation between this latter fact and the prevalence of state library consultants may be conjectured, and would really require further information and study.

An attempt was made to learn something of the real extent of advisory and consultative services by asking for the annual or biennial appropriations for travel for this purpose, as well as the numbers of

persons actually engaged in advisory work. Sizes of states and numbers and types of libraries to be visited affect greatly any judgment as to adequacy of travel funds. In the small New England states, annual amounts range from $625 to $5,000. In the Middle Atlantic states, amounts reported ranged from $1,200 to $5,700, but no answers were received from New York State, which is one of this group, and probably has the largest appropriation of all.

Travel funds for the five east north central group range from $1,700 per year to $12,000. In the west north central group, one agency has $340 per year, while another may spend any amount within the total budget found to be needed for travel. In general, however, consultant travel funds for this group tend to be low, around or under $1,000 per year.

In the ten southeastern states, consultant travel funds tend uniformly to be higher than in other areas, and all states report special appropriations, none lower than $1,500 per year, with one state having $10,700 available for this purpose. Another reported $9,000 for travel which is assumed to cover cost of operation of a large number of state-owned bookmobiles recently acquired.

Despite the large areas and scattered libraries in southwestern and mountain states, amounts for state library consultant travel tend to be low, and, in a few states, non-existent.

Pacific states allow annual consultant travel expenditures as follows: $5,532; $3,043; and $2,263. Canadian provinces reported a range between $2,500 and $4,000 per year.

Methods used for giving advisory and consultative services was the subject of another series of questions to state and provincial library agencies. The form also asked the agencies to rate in order of importance and effectiveness the different methods used.

Forty-eight respondents give advisory services to librarians and others interested enough to come to the state library agencies for consultation, and the same forty-eight carry on such services through correspondence. Forty-six agencies make field visits by library consultants. Next in prevalence are the use of printed aids such as manuals, guides and lists, and the holding of workshops and other meetings for in-service training purposes, both techniques being employed by forty-three agencies. Eight agencies have special appropriations for the financing of such workshops and group conferences. Local surveys are made by the state agencies of twenty-eight states and provinces, presumably with recommendations for action based on find-

ings. A small but growing number of states (10 with 1 additional planned) use short-term local demonstrations of library service.

Twenty-five different regional state library service centers are reported by six different states. These centers most commonly lend materials and offer advisory services; in a very few instances they process materials for neighboring local libraries. All states with such centers believe they have materially improved the quality of services the state agency offers, and two states regard these centers as being of first importance as a means for improving services to local libraries.

Central processing of books and other library materials is done by eight states and provinces, and can properly be regarded as a form of direct financial assistance to local libraries.

Forty states and provinces regularly issue one or more publications. In some instances, these are either biennial or annual reports. Thirty-two agencies issue publications which are of more than annual frequency, and the impression is that to some extent these publications perform the functions of a general library news bulletin for the state or province.

There is almost a universal annual collection of statistics from public libraries, with forty-seven agencies replying that this is done. Fourteen agencies collect local school library statistics; seventeen collect college library statistics; and eight collect from business and special libraries. Forty-two agencies compile and publish the statistics each time they are gathered.

The principle of financial aid from the state or provincial level appears well-established in twenty-eight out of fifty areas reporting. The New England, Middle Atlantic, and southeastern groups of states, and the Canadian provinces show the highest proportions of states within groups as having these subventions, and in the most substantial amounts. The most common type of grants used (23 out of 28 reporting such grants) is the annual supplemental support grant.

Maintenance of collections relating to the history of the state or province is a widely accepted function of state and provincial library agencies. Thirty-four of these agencies state that they maintain such historical collections, frequently as one of several such collections in the state, but occasionally as the major source of historical information relating to the area. Related also to the provision of historical materials pertaining to the state or province, fifteen agencies reported that they maintain extensive back files of local newspapers.

Notwithstanding the indication in the National Association of State Libraries statement, *The Role of the State Library*,[5] that an integrated

state library should include the archival function, only ten agencies report that they administer the state's archives.

Several years ago, when the number of librarians exceeded the number of positions available, state and provincial libraries probably played some considerable part in maintaining the structure of a career service for professional librarians. This was done both through the maintenance of placement-referral services, and, in states with legal certification, the administration of professional certification systems. Thirty-seven agencies reported that they operate a referral or placement service to aid libraries in locating professional personnel.

A study now being made by the Committee on Certification of the Library Extension Section, Public Libraries Division, American Library Association, indicates that 18 states have some type of mandatory certification.[4] Thirteen states reported some type of voluntary or permissive certification. Mandatory systems are in some instances tied to the administration of state grants-in-aid, although some reported that "the scarcity of librarians in this area and the low salaries paid" prevent the strict application of the certification laws.

Modern effective library legislation is essential for the public library to make its full contribution to the community, the state, and the nation. Consequently, the state or provincial library agency may do its most important work, regardless of the stage of development, in advising on legislation affecting libraries. Virtually all (46) of the respondents stated that they supply advice to their legislatures, and forty-five supply such advice to their state or provincial library associations on pending or needed library legislation.

The strategic location of the state or provincial library agency near the source of legislation and normally with access to bill drafting services cannot be overlooked. Through discovering the areas in which laws are needed and supplying advice at appropriate times, the agency can be effective in advancing and strengthening the legal bases for libraries over a wide area.

Asked which two or three services were believed to be the most effective in assisting and stimulating local library improvement, twenty-seven states and provinces rated field visits and other consultant services in top place. Another twelve states and provinces mentioned field visits for consultative purposes among those methods regarded as most effective.

Top importance as a method of local assistance and stimulation was assigned by two states to "demonstrations and assistance in organizing local libraries," closely related to consultant work. Two states rated

the operation of regional state library service centers as the most effective of the methods used. Two New England states rated the provision of state bookmobile service at the top in importance; three other states gave top position to inter-library loans of materials and inter-library reference services (17 others mentioned inter-library loans and reference as being among their most effective services, while one state questioned "the value of supplementary book service to the small library [because] they neither use it as much as they should nor recognize the weakness of their own service, but frequently use it as an excuse to avoid combining with a strong library system. Our strong libraries use it and understand its value and place . . .").

Another method to which the responding agencies assigned a major significance is that of holding workshops for in-service training purposes. One rated it as of first importance, and eighteen gave it second or third place.

Somewhat surprisingly, only one of the states responding rated state financial grants-in-aid at the top in importance, although twenty-eight states and provinces have such programs. Six states report grants-in-aid as among their most effective means of assisting and stimulating local improvement. Judging by the use of state and federal financial aid to stimulate local improvement in other fields of public service, it appears either that the amounts of library aid have usually been insignificant, or that the conditions of the grants have been such as to serve only as a subsidy to library units too small and lacking in cooperative relationships with other libraries to effect noticeable improvement.

The making of surveys, and the operation of a placement referral service for professional librarians were each rated first in importance by two states, with second or lower rating given by two states for each of these services. Mentioned as having secondary importance were "printed aids and publications" by four states, and one state mentioned "development of legislation."

Asked to list major services not covered by the inquiry form, respondents added the following: development of standards; financial aid for students to take professional training in librarianship; distribution of state publications; contract payments to metropolitan libraries to extend certain special services to neighboring areas; group leadership training; extensive provision of subject bibliographies; and development of publicity materials.

A final question, "Are there any services to local libraries, which you do not now perform, that you believe your agency should per-

form"? brought answers from almost every state and province. Services most frequently desired were: expanded field service, with specialization (for example, specialists in work with children, young people, schools) of consultant personnel; financial aid, both in the form of cash grants and provisions of services such as centralized processing; more in-service training programs through workshops; provision of a wider range of supplementary materials, with film service most frequently mentioned; regional state library branches for direct local service. Other programs suggested as desirable were: more publications and printed aids for advisory purposes; demonstrations; public relations programs; storage centers for little-used materials; improvement of personnel by such means as certification and placement; union catalog, legislative reference; and surveys.

If as has been said the key to local library development in the states is the existence of a strong and effective state library agency, and the body already in existence with the greatest ability to turn that key and unlock potentials is the state library association, this list of desired services, as well as the strengthening of the useful existing ones, should furnish some immediate goals for association and state library work. In addition, under modern conditions, it is believed that a logical, step-by-step plan of procedure, as suggested in our introduction, is strongly indicated as being needed. This plan would include agreement upon public library goals, establishment of standards, objective evaluation of present library performance against established modern standards, and, finally, a positive and strong, even bold program for development, which will correct deficiencies found in the evaluation. In order that both standards and program may have continuing usefulness, it is essential that a procedure be set up whereby they may be kept in step with changing conditions and trends.

Important to the improvement of services to local libraries is securing citizen and governmental support. The indefinable but demonstrably important quality of leadership, both in the state agency and in the state library association is essential and will accelerate by decades the achievement of the indicated improvements in state services to local libraries.

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Creating New Local Service in Canada

ANGUS MOWAT

THE FASCINATING THING about almost any discussion of almost any Canadian affair is that it is always puzzling to know where to start. It has also been remarked that, once started, Canadians often do not seem to know where to stop, either. It is easily understood. We inhabit so many different climates, cultural, physical, and historical—ten of them no less—that a man living in, say, Newfoundland may hesitate to discuss the motives of a man living in British Columbia, except rather tentatively and with a tremendous number of provisos—with little brevity, in short—lest he be chidden on the score of brash and misguided talk. Even a humble little scuffy bush that is no more than a common nuisance in the maritime and central provinces may travel secretly underground across the prairies to pop up again on the west coast in the guise of an immense and noble tree adorned, as likely as not, with purple flowers and an English accent. And if a little bush may undergo so startling a transformation in surmounting the nearly ninety degrees of longitude that divide Cape Race from Nootka Sound, it is not hard to imagine what may happen to an idea, and to the application of an idea, on a journey such as that.

Now, one of the ideas deep-embedded in the British North America Act is to the effect that all matters pertaining to education shall remain forever and inalienably the responsibility of the various provinces. Therefore, we librarians say, our genesis is clear. The library has its unquestionable place in public education so, naturally, it ought to have its authority from and in that department of government which is responsible for public education. This is most simple; or it would be if everybody agreed. Everybody does not. Indeed, at the very beginning of things is the curious spectacle of the public libraries being mothered, not only by departments of education, but also, in one instance, by a department of economic affairs conjointly with a provincial library; in others by such departments as public utilities or municipal affairs.

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This kind of divergence is mentioned in order to show where differences begin in our application of the library idea; that is to say, at the root. And from thence the paths spread far apart. In Prince Edward Island, for example, there is only one library which, by station wagon and through branches, covers the whole area of the province. In La Province de Québec, overwhelmingly French-speaking and Catholic, and unalterably Canadienne, there are twenty-one municipal libraries, many of which are supported largely by public subscription, and more than three hundred parish libraries to carry the load. In those districts in which English predominates, school and association libraries are springing up in numbers. In fact, in the whole of the province much progress has been made in the past few years. In Saskatchewan there are thirty-nine public libraries, twenty-five associations, or community libraries as they are named, and one thoroughly organized regional establishment that covers a vast territory in the north-central part of the province. Nova Scotia has five regional libraries, all under the general governance of the Provincial Library but each with its own board. In Ontario there are five hundred libraries, public and association, ranging from those of the largest cities to those of the smallest hamlets; and superimposed upon many of these, serving but not controlling them, there are one district and thirteen county library co-operatives. British Columbia has nine city libraries and forty-two associations, together with two co-operatives—a third being in process of planning—that are organized in an unusual and extremely far-sighted manner for the extension of service to small communities in immense and sparsely settled areas. There are also three large regional libraries in the province of which one, that of the Fraser Valley, was the first in Canada. Newfoundland has one city library and no fewer than twenty-five regional services. A regional library in this case is one placed in a municipality or unincorporated community, and from which books provided for agencies are within the limits of the neighborhood transportation facilities.

Nor do Canadians display much greater unanimity in the decisions as to who should be responsible for creating new local service. In British Columbia it is the Public Library Commission, appointed by the provincial government and serving without pay. It has a permanent staff of three civil servants, one of whom is its executive officer. In Alberta the Provincial Library Board is also appointed by the government, has a permanent government officer, and through his efforts is responsible for extension of library facilities. In Saskatchewan it is the provincial librarian, although in practice the first territorial library

in this province was promoted and organized by the supervisor of regional libraries. Promotion in Manitoba comes under the University Extension Library; while in Ontario the Public Libraries Branch, responsible directly to the Minister of Education, is the designated agency. Although there is no public library agency in the Province of Quebec, the government itself may be said to act in that capacity, and decisively too, as witness, along with other developments, the recent acquisition of the magnificent library of the Sulpician Order in Montreal and its conversion to use for public reference. The Legislative Library, moreover, is open to the public for the same purpose when the house is not in session. The various ministries support the specialized libraries of the institutions for which they are responsible, such as schools of music, fine arts, and commerce; while more and more the government is encouraging the development of libraries generally by the purchase and distribution of books for school libraries, by increasing the travelling library service with emphasis upon the needs of children, by special grants to public libraries and by regular grants to both the bi-lingual and the wholly French-speaking associations of librarians in the province. In all four provinces of the Maritimes there are directors whose authority derives variously from a provincial library or from a minister of education.

Legislation varies from province to province as widely as does practice, going all the way from comprehensive statutes that essay to cover all possible contingencies down to a permissive sub-section in a Department of Education Act that deals cavalierly with the matter in five short words. This leaves the door wide open for one to say almost anything he likes about government policies; but perhaps the best thing to say about about them is that no provincial government, that of British Columbia excepted, has any formally announced policy concerning the extension of public library service within its boundaries; some do not seem to care one way or another; some give distant approval; and some—the majority—are well aware of its need and its importance and support it with grants that are often generous.

There is a dream that many cherish in Canada. It has to do with local service carried to the level of every citizen. They dream that they may live to see the day when, as it now is in Great Britain, a system shall be devised by means of which any man or woman in the country may find access to almost any book that is in the country. It may for a long time remain a dream but that is not to say that nothing has been done. Each in its own provincial sphere, and most notably in the West, some of the agencies concerned have accomplished much to

provide a solution to this usually inarticulate but always present need.

The Westerners, particularly those who live beyond reach of an adequate public library, are accustomed to turn to their provincial agencies for individual help. In the Maritimes, too, particularly in Prince Edward Island, Nova Scotia, and Newfoundland, the same service is offered; but here it is younger and not so well equipped or firmly established as in the West. In Manitoba and Ontario the Department of Education Library and the Legislative Library, respectively, lend books of all types to rural teachers; while in the latter province the Public Libraries Branch—as also do its opposite numbers in New Brunswick, Newfoundland, and Nova Scotia—offers rural teachers access by post to a fairly comprehensive professional collection.

An extension project, one not designed expressly to aid in creating new service but which does tend to aid it rather by accident, or as a sort of by-product achieved through newspaper publicity, is the workshop. In Ontario it is called an institute and is provided for in the Act. Delegates from a number of small libraries in a convenient area are invited to meet in one of the larger towns, all expenses paid, for a two-day program directed by the Public Libraries Branch. The majority of the speakers and discussion leaders are neither professional librarians nor teachers in the art, but are selected from among outstanding people who have made a name for themselves in small libraries in another part of the province. As might be supposed, the main intention is to stimulate improvement in libraries already established; but the newspapers are always interested; the word goes round; and a good many new libraries have come into being as a result. There is also in Ontario a four-weeks' course operated annually by the Public Libraries Branch and the Library School of the University of Toronto. It is elementary in character, naturally, and is offered to librarians in places of less than 4,500 population. Candidates receive financial assistance while in attendance and the successful are awarded the Class E Certificate of Librarianship, which carries an annual grant of $100. It should be remarked that these two particular extension projects, the institute and the elementary course just mentioned, are carried on in an old province in which there are already a great many small libraries and where the improvement of "what is" may be quite as important as the promotion of "what might be."

But Ontario is not by many means alone in this kind of extension effort. Newfoundland holds a fortnight's conference and course of instruction for branch librarians every second year that serves to assist in the promotion of new libraries as well as the improvement of those

already established. Saskatchewan librarians and trustees are invited twice a year to bring their problems to a general workshop session; while in Prince Edward Island the branch librarians are offered, in addition to a two-day workshop every year, the added benefits of a correspondence course that takes about twenty-four months to complete.

Publications that originate with the provincial library authorities help greatly by carrying enlightenment to those already active in the trade and, in another way that is perhaps not fully recognized, aid promotion generally. Passed along from hand to hand, or mailed directly to people of an agitating turn of mind who are not within reach of a library, they tend to stir up discontent and provide ammunition for the attack upon inertia. The provincial librarian of Saskatchewan issues a stimulating and provocative monthly letter that goes out across the breadth of the province and is supported by a number of bright folders and annotated lists of new and interesting books. The newsletter is rather less regular in its appearance in Prince Edward Island and Newfoundland—where the radio is used extensively—but is also accompanied by lists; while the director of the Extension Library in Manitoba, drawing upon some hidden source of energy, comes up regularly with a printed catalogue of books available in the travelling libraries or the open shelf. The Provincial Library Commission of British Columbia concentrates its efforts in this direction upon special catalogues of books in many fields and an annual printed catalogue of all accessions to the open shelf. The Public Libraries Branch in Ontario publishes a quarterly review that aspires to be more than provincial in character. The branch has also a highly unprofessional handbook about establishing new libraries that is almost, but not quite, showered from airplanes upon the innocents below.

If the ways of Ah Sin were devious, they were yet as direct and innocent as sunset on a summer's eve when compared with the scheming that goes on when one of the provincial authorities sets forth upon its nefarious work of getting a new library under way. Some of the methods used are better not discussed; and of those that can be talked about, the first is negative. It consists in trying urgently to persuade people not to start a library at all. It is like this. In all parts of Canada except Newfoundland, Prince Edward Island, and New Brunswick, there is a Thing. It is called a library association, or sometimes a community library. It came down to the present generation from grandsires and great grandsires who were the pioneers within the land; and the people cannot yet be quit of it. It is not tax-supported and it starves.

Nevertheless, it is called a library. And the difficult features about it are that, first, it is better than no library at all—although not much—and second, that it is so dreadfully easy to start. A few people write their names on a piece of paper, and there they are! No vote; no consent of council; no by-law; often no books; nothing. On occasion the most tearful pleading cannot keep some people from believing that the easy way is best. So that the task of disturbing them into establishing a genuine service for themselves has three aspects; getting an association made into a public library; getting a municipal or public library established by vote and by-law; and, by far the most difficult and most significant, getting a regional or county library organized.

Consider first the regional libraries. Since Alberta, Manitoba, Ontario, and Quebec have none, and Prince Edward Island is a single area covered by a provincial establishment, it remains that the regional libraries of the more familiar type are confined to the provinces of British Columbia, Saskatchewan, Nova Scotia, and Newfoundland, together with the first of eight proposed regions now being organized in New Brunswick. In all instances the promotional and missionary work that preceded establishment was carried out by a single person selected for the task; but the authority or the backing, with which that person went armed was not always the same. In New Brunswick, Newfoundland, Nova Scotia, and Saskatchewan he or she was supported by the full authority and generous financial backing of the provincial government; while in British Columbia and Prince Edward Island she depended upon the somewhat tentative good will of government and —without which she would not have been there—a magnificent grant from the Carnegie Foundation. There was also a smaller Carnegie grant for books in Newfoundland.

In all cases success came as the result of a direct, well-planned, indomitable, and tolerably guileless frontal attack. Everything depended upon the municipal councils in the areas concerned; upon their consent and, except in Prince Edward Island and British Columbia, upon their willingness to part with a little of the taxpayers' money. Because even though the governments, four of them at any rate, were offering to aid handsomely, they insisted, as was wise and proper, that the municipalities should pay their share. So, these provincial government library agents girded up their loins, took firm grips upon the steering-wheels of their cars or the tillers of their boats and, carrying all sail, put forth to organize local interest and influence in a hundred little coastal towns and inland villages, and teach it to become articulate, and with this influence in their support—not always entirely depend-

able either—gave up the best years of their lives, or at least several of them, to getting stuck on muddy roads, to evading mountain-slides, to being lost in blizzards and almost lost at sea, and to be forever and forever and forever waiting around in stuffy council chambers, exhorting, pleading, arguing, and explaining over and over, a thousand times, the deep, unfathomable mysteries of the service they were there to advocate.

They tell—their friends tell—of one local leader who nearly scotched the game by propounding a loud and solemn truth, saying, "We don't want no books here! Books rots peoples' minds!" They tell of a bitter night when the librarian's car went off the road in a blizzard and she stayed with it in the ditch till morning because there was nowhere else to go, praying that her fuel would last to keep the heater alive—and her. They tell many a tale of pluck and dogged perseverance. And none of them, it is said, was ever heard to cry "Excelsior," although many's the time they must have cried salt tears; and none of them ever wholly lost faith in the clumsy processes of democracy, in spite of things that councils often did to them. They hadn't time. They just kept on. And in the end they won.

In Ontario the situation, and therefore the approach, has been different. There are as yet no regional libraries in this province, but instead there are one district and thirteen county library co-operatives, supported, not by direct taxation, but by grants from county councils and government. Under the law as it is at present, a majority of the individual library boards in a county must petition a county council for the passage of a by-law establishing a cooperative. In practice this means that somebody from the Public Libraries Branch must visit and incite all boards within the county under attack. That is no task at all. The boards incite quite easily when it is pointed out to them that they may obtain the use of several hundred extra books a year upon payment of a tiny fee. But the county council plays a different game of cards. It need not pass the by-law—and give money—unless it so desires. And the desires of any right-thinking county council are under good control when it comes to giving up money in support of some scheme, some hare-brained scheme no doubt, and propounded by a "government-man" at that—such as the members never heard of and do not understand. It is a ticklish business that is likely to come to grief, and often did come to grief, until three fundamental truths were memorized. First, it is unwise to appear before a county council unless formally invited. That can be wangled. Second, the library boards are not much help. They have little influence. Third, a council's interest is

best gained through the support of the county school inspectors, the Federation of Agriculture, and the Women's Institute. Above all, it is the influence of the latter that counts.

Thus, the three chief methods that have been used to achieve the establishment of regional and county libraries have been: by demonstrations backed with outside funds; by direct attack on behalf of the government; and by agitation to secure the support of strong social organizations within a county.

The bringing to birth of an independent library, one outside the orbit of a regional service, is, of course, quite another matter. Nowhere in the country can it be said that any highly organized effort, supported by adequate field staff, is being made in this direction; although the agencies in the western and central provinces certainly devote as much time, thought and effort to this aspect of their work as may be found for it. It is obviously of less importance to the people in the Maritimes, since here the objective is to obtain full coverage by adding to the units within a regional service; and the establishment of a number of small, independent libraries might prove a hindrance rather than a help in the promotion of the wider scheme.

In Ontario the most potent stimulant in furthering new establishments seems to be emulation. The example of the general improvement of the past few years among existing libraries has probably done more than anything else to fire the imaginations of people in communities that have no library at all, and those who are suffering under the starvation diet of an association. On occasion, something that might almost be called a sort of "chain reaction" takes place. For instance, a county librarian pulled a long face over a dreadful, little half-moribund association in a village of five hundred people. The chairman of the association, a lady, was insulted. She wrote an indignant letter to the Public Libraries Branch, which office immediately sent out an emissary to unruffle her feathers and make clear to her in the gentlest words that the county librarian was quite right, and that the little library never could amount to anything until it became a public one, decently supported and in a decent building of its own. He went armed with examples and with a glowing and true account of the generous government grants that could be earned if the transformation should take place. He went again and met the board of the association. They cocked their bonnets up. He went again to address a public meeting armed, this time, with a huge bundle of copies of a brief specially prepared for that village. This brief explained the proposal in short words, provided tentative budgets for the first three years of their new

public library service—blandly taking it for granted there would be one—and dared, even, to prophesy a tremendous increase in the use of books that would delight the hearts of all. He went a fourth time and met the Village Council. But he stayed away when the vote was being taken. Far away. And eight months later he had the gratification of being a humble spectator when the Premier himself, who likes libraries, opened the door of a charming, new, little, well-stocked library building and made the speech. And even there the "chain reaction" did not finish; because within six more months firm-minded people of three neighbouring villages were on the warpath too, and now have library projects well in hand. The principle of emulation is at work.

All this, of course, is an innocent little success story from the Province of Ontario. But it is the pattern. There may be four of five failures for every victory. But the pattern stands. It may be applied in a populous suburban township in a brand-new metropolitan area, or in a hamlet in a district of thriving farms, or even among some thinly peopled townships in the north, where socially awake people have been inspired by, and made envious by, the shining example of the library service in a small mining city that is their cultural and shopping capital. There is, first, the example. There is the stirring in the minds of a few. There is the contact with the agency, the many visits and meetings, there is the preparation of a special plan, devised for that case and no other and duplicated for distribution. Then there is the local programme of enlightenment, followed by the vote. That is the big thing, the vote, and the burden of it is carried entirely by the people who live there on the spot.

There is a wide divergence of opinion in the trade, or profession, in Canada concerning the ultimate value or the ultimate menace of demonstrations that are supported by outside funds; that is to say, funds provided by somebody other than the taxpayer. But the proof of the pudding continues, as of yore, to be decided in the eating; and in this case the proof—or should it be the eating?—is to be found in the three regional libraries of British Columbia and the province-wide service in Prince Edward Island. All four had their birth in the benevolence of the Carnegie Foundation. All are flourishing. And if the time has not yet come, then come it will, when those concerned are able to forget the anguish that their souls were in the day benevolence was at an end and the taxpayers, faced with the polite request that they should take the burden upon themselves, created a difficulty or two. In plain fact, the job of promoting the regional libraries had to be pretty well done all over again. In one case, the extreme one, legis-

lators, appalled by what they had done, amended the Public Library Act by tearing it out of the book. But still they paid—and pay—and so the pudding had its proof. But in Saskatchewan, Nova Scotia, and Newfoundland on the other hand, and as has already been pointed out, the regional libraries were not achieved through this kind of demonstration, but came as the result of frontal attack by a provincial authority, offering governmental aid but requiring also the immediate application of a direct local tax. So that the people learned at once that they must pay and were persuaded that they ought to pay, and have paid, and there has never been any question as to the solidity of the foundations upon which these libraries were built. This practice is being followed also in New Brunswick.

In Ontario, demonstrations have been small, frequent, rather intimate, and quite inexpensive. In one village, for example, a dead association was raised to life and became a public library. It happens to be a village which exerts a good deal of influence over several neighbors, none of which has a library. It was important, therefore, and for more than local reasons, that the resurrection should be successful from the start. In order to ensure this end the provincial agency made special grants for the purchase of books, helped clothe the new shelves with a generous selection of titles from its travelling libraries and, most important of all, provided a qualified librarian to organize the service and instruct the local incumbent, not to mention the board. Another kind of demonstration is given the "small librarians" who attend the annual four-weeks' course. They are driven out in busses and introduced to the workings of the best small libraries that there are for miles around. Again, a grant was made to one district library in the far north—a district in unorganized territory, it is called, and it embraces 52,000 square miles—in order that the librarian might take his bookmobile and, accompanied by a "government-man," drive several thousand miles over roads in a neighboring district that were sometimes not very smooth, in order to show the members of five library boards, those of a dozen or so school boards, and as many municipal councillors as could be prevailed upon to look, how a two-district or regional library might serve their needs and how they might go about getting one if they so desired. They so desired. It will will be in operation soon. These, of course, are very minor demonstrations, even minuscule, but, made in sufficient numbers, the total effect of them upon the minds of many citizens is probably quite significant.

So it is that in the matter of demonstrations, as in almost everything else we Canadians do and have; in the varieties of our legislation; in

the nature and authority of our agencies; in the support and attitudes of our governments; and in the means we use to extend the public book service of the country, we Canadians diverge so widely, one from another, that our national application of the library idea or ideal must seem to the stranger as if it were little better than hit-and-miss, a sort of hodge-podge of local expediencies, and nothing national about it in the least. But that is not the case, for there is a unity in the ranks. It is a unity of purpose that is deep-lying and pervasive. And it lives in the only place that unity ever counts for very much. It lives in people, in the minds and hearts of men and women in the "trade" who, arguing fiercely among themselves from time to time, few in numbers, indomitable and rather badly paid, made stubborn by their own inner strength and encouraged within the comradeship of their vigorous Dominion-wide library association, struggle on, by whatever road or by-path they may find, toward a single end.

Creating New Local Service in the United States

GRETCHEN K. SCHENK

EFFORTS TO DEFINE the part played by the state library agency in extending service have recently been made by the National Association of State Libraries and the American Library Association. Yet citizens of La Mesa, a small town in San Diego County, California, quite unconsciously outlined this role in a resolution passed in the spring of 1912.

At that time, Harriet G. Eddy, the nation's first county library organizer, was explaining California's new county library law at various meetings in San Diego County. Newspaper editors were friendly, Miss Eddy reports.

"At La Mesa the editor's hurried notice [put in just fifteen minutes before the paper went to press] had brought out a crowd, but the pastor of the community church said his Sunday night audience would be still larger and include many not reached. So he invited me to "occupy the pulpit." I said I had to be in Foster in the morning, in San Diego in the afternoon, but I guessed I could reach La Mesa for the evening. I did, and talked to a crowded church. The editor had a resolution ready for adoption and I think everyone present said he would speak to the supervisors [county commissioners] personally. A delightful touch was added when someone offered a resolution thanking the State Library for its good offices and a letter was sent to the Governor thanking him for Mr. Gillis and for the county library law." [1]

The three elements present in the "delightful touch" are still as important today as they were in 1912:

1. The state agency's "good offices" providing the necessary guidance and direction both to citizens and the profession.
2. Outstanding leadership by the state agency in promoting better service.
3. Sound legislation basic to all library development.

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A more formal statement on the role of the state agency in extension declares that:

"Library extension is a major function of the state library. It should include the establishment of standards for library development; advisory and technical assistance to librarians, library authorities, interested citizens and state institutions; and the distribution of books and other library materials.

"The state library must take the initiative in promoting state-wide library planning and the development of all types of library service in cooperation with the library associations and other interested groups. The state library stimulates cooperative and coordinated library systems that result in improved facilities and services for all citizens of the state. . . ." [2]

The history of America's public library movement is one of permissive state legislation, allowing local enthusiasm to take action where interested, so that libraries could be supported through tax funds.[3] True, New York State began to distribute the "deposit fund" from the federal government in 1838. This was to assist in the maintenance of school district libraries, provided the district matched the $100 grant, and was intended to provide free reading to all. Ten other states followed suit in supporting school district libraries.

Direct assistance to unserved areas was again promoted by New York State when Melvil Dewey sent out the first traveling library in 1892. This deviated from the pattern set by Rhode Island, Massachusetts, New Hampshire, and others in granting some financial aid to existing libraries, in that these traveling library boxes were sent to rural readers who had no other access to libraries.

By 1900 many state governments were beginning to recognize some responsibility to the unserved reader. New York and California state libraries and numerous newly organized state library commissions emphasized the extension of library service. They promoted the founding of small libraries, gave some financial aid where possible, and sent traveling libraries to the remotest readers.[4]

In assisting communities to establish these small libraries, municipal library organizers naturally sought to offer the residents of the village or township approximately the same type of library organization as that found in larger cities. Libraries were shelf-listed, classified, and cataloged and the person or persons in charge given some advice on procedures commonly used in operating a municipal library. Where the state agency had no such field worker, consultant or organizer available, assistance was given by mail. The new service which the

state agency helped to create fell short on several counts, principally personnel and finance. Volunteer workers, however consecrated, or underpaid local librarians, however devoted, were not equipped to run miniature municipal libraries on the same pattern as large city libraries were operated. Moreover, the basis of financial support proved insufficient.

State agency leaders gradually sought a different pattern, turning to the county unit as the one most likely to provide sufficient financial support for a scattered, isolated population. Maryland led the way and other states followed. In California, with its large counties, both in area and population, J. L. Gillis determined that the resources of the entire State Library had to be placed within reach of every person in California's long 1,100 miles from the Oregon line to Mexico.

"Study clubs and traveling libraries were not sufficient to reach the ranch woman in southernmost Imperial county. Many library workers still clung to the municipality as the answer. Some wanted "the entire state dotted with municipal libraries, just like Massachusetts." But that was not the answer for California, which had a greater number of people living outside of towns than inside. Other librarians thought the township was the correct unit. But there were too many townships and their assessed valuation was too small to furnish adequate funds for library support.

"The ideal sought was a unit that would be *equal,* furnishing the same quality and quantity of service, whether the borrower lived under the shadow of the capitol dome, or in the almost impenetrable forests of northern Trinity county; it would be *economical,* by doing away with the endless duplication, as the first unit would own the books and other library materials most generally needed, with supplementary service coming from the State Library and other libraries willing to lend; it would be *complete,* by having all the library facilities unified and available (later through the Union Catalog). And the unit chosen must be one that would, when all were organized, cover the entire state. Then the slogan would be realized: *EVERY BOOK FOR EVERYBODY."* [5]

Here the state agency was working on a sounder foundation in creating local service. California counties had a higher assessed valuation than villages and townships. Also, there was legal assurance that trained librarians would be in charge of the newly organized county libraries. Even though neither the state librarian nor the county library organizer were trained librarians, they wrote a strict training requirement into the new county library law.

As Oliver Garceau pointed out, this ideal made California the prototype and recruiting ground for the county library movement throughout the nation, though in many ways, especially in many of its problems, the library serving a single county is the counterpart of the village library now decried as inadequate.[6] The high vision of *equal, economical,* and *complete* library service, first outlined so clearly in California, led state agencies to the next development—multi-county or regional library service.

A study of the methods used by state agencies today to develop county, multi-county service or state-supported regional service shows that the objectives have remained the same, though the means have changed from "hiring a livery rig" to using fast cars and faster airplanes in telling the library story. Publicity methods still rely on the county newspapers, club meetings, and corner "spit and chew" clubs, but have added motion pictures, radio and television interviews, and feature reports.

There is not a state library organizer in the field today who would not agree that this account of "how to organize a county library" is not as valid in essence as it was in the early 1900's—given the proper change in transportation.

"Before you go to a county, inform yourself about county finances, assessed valuation, tax rates, money needed for a county library.

As soon as you reach a county, rush like mad to see all the county supervisors, preferably at home, where they are more comfortable. They must hear the story from you first hand. See the district attorney, the county superintendent of schools, the county clerk and other county officials, even the sheriff for he travels all over the county.

See the editors of the papers, but if possible keep out of print at first, so as to tell the story yourself to the key people.

Get time tables of all means of travel in the county.

Begin to make your schedule, leading up to the next meeting of the supervisors at which the proposal will be presented.

Get the names, addresses, phone numbers of all civic organizations and their officers—women's clubs, Parent-Teachers organizations, Chambers of Commerce, granges, farmers unions, ministers, women's church societies, teachers, any other group that any one tells you about.

Get schedules of all meetings. Watch the papers carefully for information about meetings.

Make friends with the hotel clerk, the bell boys, the bus drivers, etc. They are all-important in helping you carry out a schedule.

Your time table and schedule will automatically fill up as you do all these things. Then get up at 6 A.M. to telephone into the country to make the appointments you couldn't reach the night before. Catch an early train, or bus, or hire a livery rig to go to the places where you will work today. Interview people in the morning, when the women are more likely to be at home and the storekeepers less liable to be too busy to listen.

Go to a meeting in the afternoon and another one in the evening.

Catch a late train back to town. Go to the newspaper to give them a written story about the meetings.

Write Mr. Gillis. Your other letter writing will be done on the train, or waiting for it, or in the restaurant. Make out your daily report. Make out your expense account. Be sure to sort out your receipts. Go to bed."[7]

In addition to being informed about county finances, field workers today carry a fund of information with them regarding political and sociological compositions of the communities in which they are to work. They also need factual information on the following points:

1. Area of proposed library unit
2. Total income and expenditures of county government
3. Bonded indebtedness
4. Population
    a. Number
    b. Characteristics: age, education, occupation, income
5. Chief industries
6. Educational facilities
    a. Number and types of schools and colleges
    b. Enrollment by grades
    c. Expenditures for education
    d. Expenditures for school libraries
7. Library statistics
    a. Number and kinds of libraries in area
    b. Total income and expenditures
    c. Book stock available
    d. Staff (number and training)
    e. Hours open
    f. Population served.[8]

A sufficient number of larger units of service have been in operation long enough now, so that today's state agency workers are better prepared to discuss openly the attending benefits and problems which result from the organization of multi-county or regional units. Listed among the benefits would be:

1. More trained staff members available for service to citizens.
2. More economical management of book ordering and processing.
3. Cooperative book selection and other professional activities of benefit to readers in the entire area.
4. Larger book pool, better reference materials.
5. Interchange of little used materials.
6. Economy of individual effort (the same book list can be used by many libraries).
7. Better use of local librarian's time for service to public.
8. Professional assistance to local library when and where needed.
9. Better financing of library service.
10. Better use of equipment, using machines to relieve human labor.

Problems to be overcome would vary with the area. Some or all of the following might have to be considered in promoting new service:

1. Inexperience of political units in working together for joint benefit.
2. Large size of the area and sparsity of population.
3. Poor roads and lack of transportation.
4. Lack of understanding of benefits of regionalization by local governments, local librarians, and trustees.[9]

One of the difficult tasks faced by every state library agency even today is to awaken dormant interest in library service, and arouse a willingness to be taxed for its support. Library movements often have to be sparked by the state agency in order to generate improved service. When Louisiana's first demonstration was developed in 1926, the lack of citizen interest coupled with inertia proved to be a serious problem for the state agency. That more and more state agencies are able to seek out those who possess the necessary convictions and the ability to persuade others in favor of library service, clearly indicates a trend toward stronger extension work. Louisiana's demonstration program has given substance to the theory that once good library service could be shown publicly, it would naturally sell itself. Ever since the first demonstration was organized in Webster Parish thirty years ago, citizen groups request the Louisiana State Library to spon-

sor demonstrations for one year.[10] The parish governing body (corresponding to the county governing body in other states) agrees to house the demonstration and provide for a tax election at the close of the period. During the demonstration year the state library employs the staff, furnishes all materials and equipment and maintains full control, training local library leaders and citizens in the meaning of adequate library service. The demonstration is in effect an establishment grant. Books, materials, and equipment are left with the new library if the people vote to tax themselves for its maintenance. No such tax election has failed since 1937, and in 1955 one parish voted in favor of the tax only four months after the demonstration began, even though the state library continued its sponsorship to the end of the year.

The Door-Kewaunee, Wisconsin, demonstration, begun in 1950 to run for three years was financed jointly by the state and the two-county region, each paying half the cost.[11] The state agency exercised only advisory and fiscal control, making sure that the funds were spent according to law. The regional library board, appointed jointly by the county governing bodies, took immediate charge of the demonstration, selecting personnel and buying equipment. This demonstration was designed to move ahead more slowly than the Louisiana plan, which has had more than twenty-five years' experience on which to base its procedures.

A few facts stand out from the experience with demonstration of various types of services in other states. There must be local demand for such a demonstration, if the service is not to become known as having been imposed by the state. Every demonstration must have a definite termination date, so that citizens will know when state support stops. A demonstration must also provide for the exercise of local initiative and entail some local responsibilities if it is to be supported later through tax funds. Otherwise it is usually a waste of public money.[12]

Demonstrations of service designed to supplement, not supplant, existing library service are described in another chapter in this issue. They must be referred to here, however, from the standpoint of creating new local library service. Vermont, Massachusetts, and other New England states pioneered in demonstrations of supplementary service in the mid-1930's. New York State established a regional service center in Watertown in 1948, also serving only established libraries in three counties. During the next six years, ten new community libraries and six branch libraries were organized in this region. Still, complete coverage had not been achieved. By the end of 1955 the need for regional,

locally-sponsored bookmobile service was apparent and interest was growing. The possibility, though probably very remote, that the service would have to be transferred from state to multi-county support and organization in order to achieve complete region-wide coverage, was also under consideration.[13]

Thus it is apparent that state agency demonstrations of supplementary service must be coupled with effective publicity and promotion by state field workers if complete coverage is to be achieved. Supplementary services are necessary and the trend in that direction grows stronger each year. Yet citizens living in unserved areas in all but a few New England states must continue to look to the state agency for guidance and direction in obtaining modern service. The state agency must pursue its educational campaign to the unserved, though that territory may lie within the boundaries of a regional service center area.

Even when the state agency feels that "Sufficient libraries are already in existence. They need strengthening by taking in surrounding rural areas," [14] the state agency must still be prepared to assist the strengthened library by "spreading the word." Successful state agencies have been careful to offer advice and information only. Maintaining an impartial attitude for "We'll give you the information and tell you the truth, but you must make up your own mind" has usually been the state agency's most effective campaign weapon against the charge that the agency is "out to raise taxes in the county" or that it is "foisting something we don't want or need" on the unsuspecting populace. Of course, if one or more counties plan to join an already established library system, the librarian and trustees of the established library can actively assist campaigners by being available for consultation in a manner similar to the consultation offered by the state agency.

In a study of the policies and practices of stimulating the establishment of permanent library service in unserved rural areas, Paxton P. Price reported for the Joint Committee of the American Libary Association and Rural Sociological Society that state agencies were using the following methods in 1955: [15]

	Policy	*Practice*
1. Expanding existing city or town library into larger sized libraries such as:		
a. township-wide size	11	13
b. county-wide size	25	19
c. multi-county size	24	10
d. regional size	18	6

	Policy	*Practice*
2. Creation of separate county libraries *excluding* city or town libraries therein	6	11
3. Creation of multi-county libraries including only unserved areas	2	2
4. Creation of county libraries including city or town libraries therein	29	25
5. Creation of "Regional" or area libraries whose boundaries do not coincide with county boundaries	14	5
6. Creation of regional libraries centered around a major or secondary trade center	10	5
7. Establishment of regional branches of State Library agency to give direct service to unserved individuals in rural areas	11	6
8. Establishment of regional branches of State Library Agency to give "wholsesale"-type service to libraries, which, in turn, would extend services to rural residents	16	5
9. Organization of libraries in a section of the state for express purpose of extending service to unserved rural residents through these libraries	12	9
10. Organization of library service units primarily financed by:		
a. local funds	25	25
b. state and/or federal funds	11	10
11. Providing permanent service to rural residents by giving bookmobile srevice directly from the State Library agency	9	4
12. In cooperation with public libraries providing deposit stations unattended by personnel in small population centers	6	8
13. Providing branch libraries in rural population centers sponsored by the State Library agency in cooperation with local public libraries, paid with local library funds	9	7
14. State Library agency library materials distributed by mail in quantity "packages" to unserved population centers, on a time-rotation basis, unattended by library-paid personnel	17	22
15. Giving personal, direct, mail-order type library service to individual borrowers from State Library agency	34	44
16. Use of library service demonstration from State Library agency to:		
a. one county	10	5
b. multi-county	11	5
c. regional area	8	3
d. in cooperation with city library extending service to rural surroundings	11	3
17. Giving state monetary assistance to support extending service to unserved rural areas through:		
a. city or town library	7	10
b. county library	17	14
c. multi-county library	14	8
d. regional library	9	4
e. federation of city libraries	3	1
f. non-tax supported libraries	3	1

	Policy	*Practice*
18. Giving state *service* assistance (such as centralized book ordering, cataloging, professional personnel) to support a program of extending service to neighboring rural areas:		
a. city or town library	9	8
b. county library	10	9
c. multi-county library	9	5
d. regional library	6	3
e. federation of city libraries	3	0
f. non-tax supported libraries	2	2
19. Give monetary *or* service assistance to unserved rural areas for library service demonstrations during time of grant under local management to produce:		
a. limited or minimum service ($1.00 per capita)	2	1
b. reasonably good service ($1.50 per capita)	2	1
c. superior service ($2.00 per capita)	0	0
20. Giving monetary *or* service assistance to unserved rural areas for library demonstrations during time of grant under local management:		
a. 5,000 to 10,000 population	4	3
b. 10,000 to 25,000 population	4	3
c. 25,000 to 50,000 population	9	5
d. 50,000 to 100,000 population	5	3
21. Subsidizing scholarships for library school students native to state	7	8
22. Subsidizing installation of library training in native state educational institutions	2	2
23. In-service training program for local non-professional librarians to be conducted by some official state agency or institution	27	26

This tabulation provides an excellent overview of the trends in extending service to unserved areas. While forty-four state agencies still make it a practice to give direct personal mail-order service, only thirty-four admit that it is an established policy. Conversely, many modern policies have been agreed upon by the state agencies but have not been put into practice yet, chiefly for lack of funds and personnel.

The tabulation also indicates in the "Policy" column that more state agencies are accepting the leadership role indicated when the citizens of La Mesa wrote a letter to the governor "thanking him for Mr. Gillis." As Laura C. Langston has pointed out—"The consultant staff must keep themselves alert to the latest developments in the science of librarianship and to library policies and programs in other states. Above all, they must keep themselves approachable and easily accessible to everyone in the state interested in libraries." [16]

Generally speaking, the trend is away from "cataloging and classifying the library" as being among the field workers' chief duties, to offering more assistance through group training, workshops, and insti-

tutes. The leadership role is particularly evident in such activities, since only the state agency can, as a rule, sponsor such undertakings. Lacking a strong state agency, some state library associations have had to provide some measure of this in-service training until such time as the state agency could begin to function more effectively.

Another discernible trend is evident in movements to recruit superior extension personnel for state agencies. Developments are uneven, of course, superior state agencies attracting superior personnel. Yet more emphasis is being placed on finding vigorous thinkers and inspiring doers to develop new services to unserved areas. Salaries for state agency staff members are beginning to equal those found in large libraries.[17] This trend must of necessity continue so that this difficult and demanding field may be staffed by the best available talent. The fact is being recognized that state agency work is not "everybody's dish," and that extension positions, because of the peculiar and exacting demands made on the personnel, fall into the special, or rare, and therefore highly priced classifications.

If America still has many millions of people without public library service and even more millions with only token service, inadequate, poorly supported state agencies are largely responsible.[18] The trend toward supplying stronger state agency leadership has been noticeable in several states. In 1952, Governor Earl Warren chose the new state librarian from a list of candidates supplied by a committee from the California Library Association. The Texas Library Association continues its work to strengthen the state agency by bringing the need for outstanding state leadership to the attention of the Texas Library and Historical Commission.[19] Eventual enactment of the Library Services Bill has focused attention not only on the creation of new local services by the state agency, but on the strength and leadership of the state agency itself. In time to come more citizens should eventually be able to "thank the governor"—or other appointing body—for improved state leadership.

Perhaps few citizen groups outside of La Mesa have ever thought to express their thanks to the Governor "for the county library law," but more are beginning to have reasons for doing so. Each legislative year brings more evidence that reading is no longer being considered merely an urban habit and libraries an educational luxury.[3] Ceilings on tax support for rural libraries are being raised [20] and some states, such as Alabama, merely specify that the support for libraries developed by the state agency shall be allocated from available funds.

To study trends in the extension role of the state agency, it is ad-

visable to compare recommendations made in 1944 with those in actual practice today. At the Institute on Library Extension, P. A. T. Noon submitted some recommendations to make the state library agency a vital force in library extension. Among those were:

1. A state-by-state survey of state library agencies and library needs throughout each state. (Not yet accomplished, though Library Services Bill will help. Author.)
2. State-wide library planning. (Being encouraged by the possibility of Federal Aid. Author.)
3. State aid to libraries for the development of larger unit libraries and the promotion of bookmobile service. (This has been accomplished in a number of states, i.e., Missouri. Author.)
4. Full cooperation between library organizations and the state library agency. (More evidence of this throughout the nation, i.e., Montana, Idaho, Mississippi, etc. Author.)
5. Acknowledgment of the absolence of traveling libraries and complete revision of all library laws permitting the use of appropriations for demonstrations and experiments. (This occurred most recently in Michigan. Author.)
6. Recognition of the enormous responsibility of the direction of a state library agency. (Discussed above. Author.)
7. Inclusion in all library-school curricula of courses on state-wide agencies—their functions and philosophy, the organization of county and regional libraries, including bookmobile service. A course in rural sociology is strongly recommended. (Pressure of circumstances is bringing this about. Author.)[21]

If any conclusions can be drawn from the above indication of trends in the work of the state agency in establishing new local services, they would possibly center about two points:

The continued use of personal contacts in developing new services; the education of the potential user in what modern library service can offer today.

The additional use of experience-demonstrations, visual presentations through motion pictures and television, as well as by word of mouth.

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The Administration of Grants-In-Aid

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THIS ARTICLE IS TO COVER money grants provided by states to local libraries, but not aid given by state library agencies in services, books or other materials, nor through demonstrations. It is not possible to follow these limitations completely since the total aid given is often a combination of money grants and aid "in kind." Demonstration plans also vary; in some states all costs are included in the budget of the state library, in others some money is turned over to a local library but library materials, bookmobiles, etc., are purchased by the state for the demonstration area.

Recognition that the state has a responsibility for libraries came early. According to Julia W. Merrill, the first movement is variously reported as beginning in 1838 in New York and in 1890 in Massachusetts. The New York act provided for aid to the school district libraries, which were meant to be public libraries. Revised in 1892, it has remained essentially the same up to the present time.

"As early a date as 1875 is given by Koopman for Rhode Island, but this seems not to have been known to librarians in other states. Action by Massachusetts in 1890, however, had a wide influence, according to Gratia Countryman. . . ." By 1896 state aid had spread through the New England and Middle Atlantic states. In Canada, Ontario's provincial aid dates from 1882; action in British Columbia and Saskatchewan came considerably later.[1]

This early aid furnished establishment grants up to $100 for approved books, and was made contingent upon local appropriations. Grants for approved books were also made to small libraries which met specific standards. In Connecticut from 1893 to 1947 the books were purchased by the state library agency and given to the local libraries; this aid now consists of grants turned over to the local libraries. Under the Massachusetts plan, the fund was frequently used to pay expenses of small-town librarians to institutes.[1] Throughout the years, New York developed more comprehensive requirements for

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these grants than other states. In 1921 the Territory of Hawaii began to provide the operating expenses of its county libraries, a policy that has been followed continuously to the present.

In the thirties, a second movement for state-aid to libraries began, growing out of the financial difficulties of the depression era, the shifting of revenues from local governments to the states and the use of federal funds for libraries through the W.P.A. Encouragement of large-unit libraries was stressed in line with recommendations made by the American Library Association Library Extension Committee in 1929 and by state and national library planning groups.

From 1930 to 1940, annual grants-in-aid for public libraries became a reality in Pennsylvania, Arkansas, Ohio, and Michigan. After a first appropriation in 1938–39, Michigan had a biennium without grants. Since 1941 an appropriation has been made annually. Tennessee's annual grants for school libraries began in 1935–36. Illinois succeeded in getting an emergency appropriation of $600,000 for the 1935–37 biennium. This was to buy books and periodicals for permanently established libraries and to extend library service to unserved areas. Money grants were not continued although the state has financed demonstrations and supplementary book services through regional centers operated by the state library since 1945–46. It was also during the mid-thirties that the demonstration program began in Louisiana and regional services from the state library agencies in Vermont and New Hampshire were started.

The Arkansas, Michigan, Ohio, and Pennsylvania pattern of grants all encouraged larger unit libraries. Ohio and Pennsylvania earmarked the funds for county libraries, while the Arkansas and Michigan plans included both county and regional libraries. In Arkansas and Ohio, appropriations are distributed under regulations set by the state library agency. The laws passed by Pennsylvania and Michigan included the formulas for distribution.

In Pennsylvania funds were and still are distributed to "free public, non-sectarian county libraries" on a sliding scale favoring the less populated counties and omitting those with more than 800,000 people, Philadelphia and Pittsburgh. This formula parallels that for schools. The aid is "measured by the amount appropriated annually by the county commissioners for maintenance." "The only control required is a certified annual report of expenditures of the subsidy." No standards for service, personnel or support are set. The maximum grant is $2,500. The plan has continued to operate in this way since 1935, resulting in nineteen county libraries in sixty-seven counties.

In Ohio, the State Library began to distribute funds to counties, taking into consideration the local needs, local interest as evidenced by appropriations, the population to be served, the area and such other facts as may affect the state program for library service. The major proportion of the funds have been allotted to local libraries to extend their services throughout counties.

The grants-in-aid law passed in Michigan in 1937 inaugurated a plan with three types of grants to carry out three objectives. Seventy-three per cent of the appropriation was aimed at improving the existing public libraries and increasing their service areas. This general library fund was distributed on a per capita basis to those public libraries which maintained local tax support at previous levels. Twenty-five per cent of the appropriation went into an equalization fund and was divided equally for establishment grants for new county or regional libraries and for libraries in taxing districts with low assessed valuation. To receive grants, libraries must meet the certification requirements set by the State Board for Libraries. Up to two per cent of the appropriation was allowed for administration. During the next decade many of the provisions in this law were adopted by Missouri, Virginia, and Washington.

During the forties, continued efforts in many states to get legislation and appropriations began to bear fruit. By 1945, Alabama, Georgia, Maryland, Missouri, New Mexico, North Carolina, South Carolina, Virginia, and Washington had been added to the list. Mississippi gained its first appropriation in 1948. In general, the grants were for large unit service to new areas, for general state-wide development, and for demonstrations. Only Missouri, Virginia, and Washington set up per capita grants to libraries serving areas smaller than counties. The formulas for distribution were becoming more complex, with equalization an objective and relative need and relative ability to support libraries as primary considerations.

By 1949, New York had achieved a new plan of state aid, the most comprehensive and the best supported in the country. Its formula for distribution and the requirements to be met were and are the most complex. Aimed at encouraging county and regional organization are establishment grants, annual grants, funds for library materials based on county or regional book expenditures, and funds for centralized processing. Annual grants are $10,000 per year for counties forming regional libraries, as compared with $5,000 for separate county libraries.

Kentucky made dramatic gains in 1952, when legislation for aiding

public library service, particularly in rural areas, was passed and a first appropriation of $110,000 for the biennium provided. This was followed by a well-organized citizens' drive that raised $300,000 in gifts for 101 bookmobiles, raised the appropriation for the Library Extension Division, and sparked a drive for gift books. By November 1953, two-thirds of the counties had signed contracts to pay for librarian-drivers and for the operation of bookmobile service.

Now for the fiscal year 1954–55, twenty states, the Territory of Hawaii and four provinces have appropriations for state aid. Washington regained funds for 1955–57. Thirteen of these states have grants of the "newer type." Seven states offer small grants to local libraries, usually for books. New York has both types of grants. The total annual amounts for the early type of grants now vary from $5,000 to $20,000; for the more comprehensive plans, from $18,000 in New Mexico to $2,300,000 in New York. The Georgia and North Carolina appropriations are $415,000 a year; Michigan has $400,000 for 1955–56.

State grants to libraries are based on the principle that the state has a responsibility for the education of all its citizens and that the library is an educational institution. Fully carried out, this would mean provision of a basic service from state funds with local government financing services above this minimum. By direct grants, this has only occurred for county libraries in Hawaii and Missouri, for school libraries in Minnesota and North Carolina, and for school and public libraries in Georgia. The meager levels of the appropriations tend to nullify this principle.

The early type of aid available to all local libraries has been continued by Connecticut, Delaware, Maine, New Hampshire, New Jersey, New York, and Rhode Island. In 1954, Maine grants not to exceed $200 per library were made proportionate to local spending, and service to adjoining municipalities was encouraged. The present Delaware grants for books are based on half the amount raised locally "by taxation, subscription, gift or otherwise." They are limited to $1,000 for first or second class school districts operating libraries, to $500 for a third class school district and to $300 for a fourth class school district. Minimum local support is required, varying with the type of school district. New Hampshire aid granted to five libraries in 1954–55 depended on local plans for improvement and was largely for books. Vermont's law permitting this type of aid has not been used since the 1930's, when the appropriation for regional service from the Free Public Library Commission began.

Grants to municipal libraries are provided by Michigan, Missouri,

New Mexico, Ohio, and Virginia, but these are also small. They are meant to supplement local funds and not to relieve the local unit of its responsibilities. In Michigan and Missouri grants from what is called the General Library Fund are now about five cents per capita. Ohio allows fifty dollars for libraries with budgets over $1,000 and proportionately less for libraries with budgets under $1,000. In Virginia, local funds are matched up to a maxima of $100 for a municipal library serving under 5,000, and $500 for a municipal library serving more than 5,000, with $1,000 for a county library and $5,000 for a regional library. Grants are given only if minimum standards are met by the locality.

The Washington plan, in operation from 1945 to 1951, distributed half of the General Library Fund on a population basis and half computed on a two mills and per capita basis with the payment decreasing in proportion to the local millage for library support. After four years without an appropriation, Washington has $50,000 for the 1955–57 biennium. Called a Library Development Fund, this is intended for establishment grants to new rural and regional library districts, to begin services and provide capital costs. Some of the funds will continue Integration Grants for the legal merging of a county or intercounty library with the largest existing municipal library. A regional library in this state may be within one county.

A national pattern is to give annual continuation grants (as well as funds for establishment and for demonstrations) to county and multicounty libraries. This is happening in twelve states, Arkansas, Georgia, Maryland, Michigan, Missouri, New York, North Carolina, Ohio, Pennsylvania and South Carolina. Where the county and regional pattern is prevalent, states are providing some support for most of their public libraries. The pattern of continuing grants to local libraries, whatever their size, which began in 1838, has persisted. Once started, it seems to be very difficult to discontinue since so many localities are involved. In 117 years, only Vermont and Washington have dropped this pattern.

For the past twenty years, the aim of most state aid plans has been to establish and encourage larger units of service. At the beginning of this period county libraries were stressed; now wider areas, covering two or more counties, are being emphasized. Larger or added funds are allowed for regional libraries in Georgia, Michigan, South Carolina, Virginia, and New York. In Arkansas, Georgia, North Carolina, and South Carolina grants are only for county or regional libraries. Demonstrations in Arkansas are for regions only. Pennsylvania grants go to

county libraries only. The Maryland plan allows grants for books to county libraries and to the city of Baltimore.

The major portion of Ohio aid goes to a library in each county to extend services. No new library may serve less than a county. In New Mexico, grants of from $200 to $500 go to smaller libraries if they give free service to any county resident and to larger libraries if some county extension service is given. The most frequent purposes of state grants are:

1. To reach people without libraries.
2. To improve and increase existing library service. This leads to setting requirements for grants, which become in essence minimum standards.
3. To equalize library services throughout each state.
4. To coordinate library units.
5. To demonstrate good library services.
6. For experimentation.

The various kinds of grants carrying out these purposes are annual grants for public libraries meeting minimum standards, establishment grants for county or regional libraries, achievement or incentive grants, demonstration grants, salary grants, and grants for the education of librarians. Incentive grants for establishing service to negroes are used in the southern states. North Carolina has made a notable record in that every county library now serves the negro population. Arkansas, New York, and Washington give funds for the consolidation of city and county libraries. Added grants for the creation of regional, as contrasted to county libraries are frequent.

While several types of grants are used to equalize library services, Missouri earmarks extra funds for county or regions where a one mill tax does not yield $1.00 per capita. Larger allotments per capita are allowed for the less populous counties by Maryland and Pennsylvania. Michigan and Washington have dropped the early equalization grants allowed for any library area of low assessed valuation. In Michigan these carried no other requirement; they were going to small libraries or to libraries in areas which were not willing to make local appropriations.

A new plan for library development in Michigan, which began in 1953, is financed from funds for aid to libraries. The first two projects are demonstrations of regional library service, with money grants turned over to a local library for the operation of services to a county or counties. The capital costs covering added books, bookmobiles, fur-

niture, and equipment are purchased by the State Library and loaned to the area, to become a permanent loan when a regional library is established. This is in essence a new form of the earlier establishment grants, with the costs running higher than in earlier years.

In about half of the states, final decision as to how a grant-in-aid shall be spent is delegated to the local library board and the librarian, although it is common to have a proviso that the state aid funds may not be spent for land, buildings or for reduction of debts. In the other half, several funds have been set up for special purposes and the trend is toward more specific requirements for each type of grant. These conditions are characteristic of the states with the largest funds. The regulations are usually concerned with the certification of librarians, local support, and standards of service.

Money is earmarked for the salaries of county and regional librarians by Georgia, Michigan, South Carolina, and Virginia. Michigan refunds the actual salary paid to a qualified county or regional librarian up to $300 per month. Georgia and South Carolina provide supplementary sums for salaries, with Georgia allowing $900 for the director and $600 for the assistant director. Virginia gives aid to the amount of 25 per cent of the grant, if salaries are not decreased. South Carolina does not allow a grant to be used for the salaries of non-professional staff members.

Certification requirements are common in state aid programs, although five states do not have them. Sixteen states certify all public librarians, six states certify only county and regional librarians. Michigan has minimum qualifications for the head librarians of all libraries receiving state aid and requires workshop training for those from the smaller libraries. Ohio libraries which do not have a certified librarian may forfeit state aid, which can be prorated by month.

The regulations on finances are aimed either at preventing a decrease in local appropriations, requiring local support at a certain level or encouraging higher local appropriations.

Libraries must register in New York State. To be registered, the library must have an annual income of $1.00 per capita; to qualify for an absolute charter, requires $1.50. Each plan for a county or multicounty system must provide for an expenditure of fifteen cents per capita and not less than $8,000 for books, periodicals, and binding. Maryland requires a local tax of two mills. Missouri fixed its requirement in 1955 at one mill or $1.00 per capita. The Michigan law in 1937 required that there be no decrease in funds from local taxes. This was changed in 1941 to a three-year average for the period preceding the

year in which grants were being distributed. In 1949 the financial requirement became an amount from local sources equal to three-tenths of a mill of the county assessed valuation. A recent Supreme Court decision that taxes on real estate must be assessed on the state equalized valuation increases the local appropriations needed to qualify for grants.

Matching provisions are in the Arkansas and New Mexico regulations. A frequent provision is that the grant cannot exceed local support. Ohio requires that the library receive the full amount of the intangibles tax or have its grant reduced proportionately. In Virginia any library serving more than 5,000 people must provide twenty cents per capita or $5,000, whichever is the greater.

Grants-in-aid are more frequently used for "books" (meaning any library materials) than for other purposes, a pattern established in the pioneer plans. Maryland's aid may be used only for books. New Mexico requires that 75 per cent of the grant go for book purchases. Many states provide books as aid "in kind," either to help demonstrate, establish or continue libraries. The bulk of Georgia's aid to both public and school libraries consists of books purchased by the Library Extension Division and hence does not fall within the scope of this article. New Mexico, New York, South Carolina, and Virginia require approval of the state agency for book orders. Virginia says that the library should maintain a basic reference collection.

There is evidence in most states, certainly in those states which set standards for grants-in-aid, that state funds have had many beneficial results. In the earliest period, small grants encouraged the establishment of small libraries. In the last 20 years, establishment grants, grants for demonstrations, and continuing state funds have resulted in the creation of many more county and regional libraries. Grants have had to be increased throughout this period in order to continue to be effective. In some instances the new libraries thus created were in units too small to provide good service. This occurred where there were no minimum requirements or where the standards were too low.

Incentives have been necessary in the formation of regional libraries, particularly in areas with many libraries operating on a local basis. A librarian without local ties and with an understanding of the advantages of regionalization is needed to stimulate such movements. In fact, a strong state agency is essential if regional libraries and a state-wide plan for library service are to be carried out. Larger grants for regionals are also an incentive. In only one state have regional

libraries been established or maintained without state aid or some form of subvention.

In thirty-eight years before 1939, only 300 county libraries were established. By 1944, there were 651. Arkansas with no county or regional libraries before state aid, now reaches the people in fifty out of seventy-five counties with area services. In South Carolina all but seven counties now give county-wide service. Missouri has established forty-eight county libraries within the last decade, twenty of which are now organized into eight regional libraries. Georgia and North Carolina show similar gains. Ohio's plan of working from a library in each county has extended library services to many people. In other states with many established small libraries this movement has been slower. The figures and percentages of people without public library service have been reduced in many states even with the growing population.

While many elements enter into the increase in library support during the last twenty years, state grants have had an appreciable effect, both in the actual money they provide and in the requirements set for local support. Many specific instances can be cited where local appropriations were maintained or increased in order to qualify for grants. In the main, better trained personnel, better book selection, larger book funds and better standards of service have resulted from state grants-in-aid and the minimum standards adopted as requirements. Many librarians think that even grants too small to give financial stimulus are worth keeping because they enable the state library agency to maintain minimum standards and provide an opportunity for action with the poorest libraries and the weakest library boards.

State grants are of most worth when used to further a comprehensive plan of library development. It is difficult to interest legislators in long range planning, since they rarely think beyond the limits of their terms of office. With changing membership in the legislatures, a constant program of education must go on. Re-education enters the picture, too, as the concepts in the library world change.

Summarizing the 117 years of state grants to libraries, the plans have followed general library thinking, by beginning with grants to small libraries, then emphasizing county libraries and now moving, with a characteristic cultural lag, to encourage regional libraries of a larger scope. Perhaps there was an overemphasis on books in the early plans. By the 1940's the trend was toward broad provisions about what uses were made of the funds. As the program gets older, provisions become more complex in an effort to tailor each plan to carry out more

specific objectives and meet wide variations in the conditions within each state. Requirements also become more specific and complex, with the age of the program and with larger grants.

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Plans For Using Federal Aid

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THE CLOSER APPROACH of federal assistance for libraries, the conceptual development during twenty years of efforts to secure it, and the historic provision for administering any such funds through state library agencies makes it timely that a review be conducted of the readiness of states to use federal monies. The high importance assigned the state agency in the over-all picture calls for an analysis of plans which the states have ready. Such a study has not yet been done nor has there been a recent detailed report on state plans for implementing the Library Services Bill. The following is not intended to be the answer to this need; it is merely an informal report from which to determine the prevailing conditions in state agencies pertaining to this one of its obligations.

The proposal of some sort of federal support for public libraries is now over twenty years old. Librarians concern with the slow extension of local service to the areas without it, the inadequacy of the move toward larger units of service, and the low quality of service rendered in the many libraries having limited income led to consideration of supplementary support from the federal government. This was a natural development of the concept that the local library is an indispensable part of an educational program that should be available to all citizens, and therefore a rightful concern of the national government. An accelerated drive to secure federal aid for schools in the 1930's provided additional stimulation for this move and offered an opportunity to couple the library request with that for schools.

When the early proposals for federal support were submitted in the 1930's the national government was engaged in many programs of stimulating local improvement to speed the nation's recovery from the Depression. Therefore, it was natural that the first proposals were financially ambitious ones with several purposes. Federal support was dreamed of being just the right kind of recovery needed by libraries to pull them off the dead center on which the economic depression had

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stalled them, and put them again back on the road to growth and improvement.

While all seemed agreed that federal aid would be advantageous to libraries there was no evident agreement upon the purposes which it should serve. Early proposals sought to pump federal funds directly down to the local level where it was hoped they would be converted into new and better services. Primary concern was directed toward equalizing service, particularly for the rural population of the nation. Active leaders sponsored early proposals for aid in the name of equalization, the provision of a minimum standard of service for the nation at large. Sub-standard local libraries would have shared in this nation-wide financial assistance, and new libraries with the same standards were to be established in the uncovered areas. This proposal for equalizing library service, and including an implication for stimulation of new library growth, is the formula recommended in the *Post War Standards for Public Libraries.*[1] The rate of financial support for this national minimum standard was fixed at $1.00 per capita in 1943.

Early in the move to secure federal funds a different purpose was argued by Arnold Miles and L. A. Martin.[2] They contended that stimulation as contrasted with equalization, was the purpose in which the federal government manifested most frequent interest in its other programs of aid to the several states. State or federal aid could have several purposes but it clearly appeared essential that definite purposes should be deliberately chosen for the different levels of government so that expected results could be evaluated in that light.

Equalization was again the main theme in federal aid as proposed in *A National Plan for Public Library Service*[3] in 1948. The federal government was accorded the position as a serious, contributing partner in the efforts of all states to promote and provide an adequate education system that included good libraries for every citizen. The Plan also carries a request for continuing support of public library service over the nation. Lastly, the Plan proposed federal funds for stimulation, to promote new service in areas where none exists.

The Public Library Inquiry staff later took a critical look at the need for federal aid for public libraries. Oliver Garceau, in his report,[4] admits that federal aid would give direction to the movement toward more and better library service since the individual states seem incapable of providing such stimulation. He considers the stimulation purpose in using federal funds at the state agency level as holding out the most promise for effective good. His recommendations emphasize strengthening state library agencies which, in his view, are the

keys to opportunity in the state's ability to help themselves. R. D. Leigh, in his summary volume for the Inquiry,[5] echoed Garceau on the statement that states and localities have the ability to make a better effort in library support than they are now doing, and this is the reason for recommending that the several states should undertake the equalization support formerly wanted with federal funds. The Inquiry staff study of the financial support of the public library led them to support the stimulation purposes contained in the Library Services Bill previous to the present one.

Both Miles and Martin [2] and the Inquiry staff [4, 5] raise doubts about the leadership ability of many state agencies to manage federal funds. These sources hold out hope for strong improvement and increased strength of state agencies as one of the important benefits to be derived from the whole plan.

The present Library Services Bill is primarily a stimulation, terminal-grant proposal, for a fixed amount, and consigned to be applied specifically in the rural unserved areas of the United States. Some measure of equalization is provided in the bill as funds may be used to assist in strengthening existing but inadequate rural service. This clearly defined proposition for federal aid challenges the state agency for planning, leadership, and administration.

An inquiry to the American Library Association Washington Office [6] as to the state plans on file there reveals that twenty-six states have submitted documents that deal with extension program plans. While the titles of many of these documents may obscure their true purpose only six states had plans on file in the fall of 1955 that are specific schedules for the use of federal funds. It would be an error, of course, to assume that all existing plans are presently on file, or, that the latest edition of every plan is in the Washington Office. Plans cannot be officially filed until after the Bill is passed.

Of the other documents in Washington covering state extension and development plans some opinion as to their efficacy can be obtained by examining their age. About one-half of them are from five to ten years old; while slightly more than one-half are five years old or less. The reader is referred to the chapter by Carma R. Zimmerman and Ralph Blasingame, elsewhere in this issue, for remarks on the currency of state planning.

It was also learned from the Washington Office [6] that all but three states (Delaware, Utah, and Wyoming) have passed the necessary legislation enabling them to accept federal funds for library purposes. These authorizations range in date from as early as 1936 to as late as

1953. The great majority secured this authority during the 1940's. Ohio is something of an exception in this matter, as its laws will require biennial implementation authority written into the agency's appropriation.

In the spring of 1955 the writer circulated a questionnaire among all the states and provinces asking for reports on the various policies and practices in use and plans for stimulating permanent service growth in rural areas if and only when federal aid funds are available. The purpose was to discover similarity in planning, peculiarity of plans for the differing regions of the nation, distinctiveness, practices used in Canada, the discrepancy between announced policies and accepted practices, and the difference between present practices with native funds and the proposals calling for federal funds. Opportunity was provided in the questionnaire to list promotion practices other than those suggested. A second part of the inquiry provided a chance to record the reasons why specific practices were not currently in effect.

Forty-five states and ten provinces returned marked questionnaires. Three states replied by letter giving reasons why the information requested could not be supplied. Six states did not commit themselves as to what uses federal aid would be put; the majority of these states are located in the mountain states.

The table on page 426 is a selective list of practices which the states designated they would use with federal funds to plant permanent service in rural areas. The list is ranked by frequency of intended use. Every state indicated that more than one method would be used.

Very few states in answering the questionnaire used the opportunity provided to list policies or practices they would use with federal funds other than those suggested. Those few reported were merely slight variations on those suggested in the form.

State agency familiarity with the double-barreled uses to which federal aid could be put, as provided by the current Library Services Bill, undoubtedly colored the way in which some agencies marked the questionnaire. This factor clouds the report on proposed uses, although the questionnaire limited the subject to the single problem of establishing permanent library service in unserved rural areas.

Selection of the suggested methods and those that could be written in as additional ones, involved consideration of several important factors involved in the whole matter of planning extension of service. These gain importance in light of the survey of public library service in general by the Public Library Inquiry. Some of these factors would

TABLE I

Ranked List of Proposed Uses of Federal Aid

Methods Proposed to Implant Permanent Service in Unserved Rural Areas	*Frequency*
State Library Demonstrations of Library Service to Multi-County and Regional Areas	30
Expansion of City Libraries into County Size	20
State Library Demonstrations of Library Service to Rural Areas in Cooperation with City Libraries	18
Giving State Monetary Assistance to Multi-County and Regional Libraries to Support Extension of Service to Neighboring Rural Areas	17
Program of In-Service Training for Local Non-Professional Librarians Conducted by Official Agency or Institution	16
State Service Assistance (i.e. centralized book ordering, cataloging, professional personnel, etc.) to Multi-County and Regional Libraries to Support Extension of Service to Neighboring Rural Areas	16
Expansion of City Libraries into Multi-County and Regional Size	15
Establish Branches of State Library to Give Wholesale Service to Local Libraries	14
Organize Federations of Libraries to Extend Service to Rural Areas	13
Create Multi-County and Regional Libraries Around a Trade Center	12
Establish Branches of State Library to Give Direct Mail Order Type Service to Individuals	11
Subsidize Scholarships for Native Library School Students	11
Create County Libraries including City Libraries Therein	10
State Library Demonstrations of Library Service to a Single County	10
State Service Assistance (i.e. centralized book ordering, cataloging, professional personnel, etc.) to City Libraries to Support Extending Service to Neighboring Rural Areas	10

be: size of service area established, importance of a trading center as the hub of the service area, the relationship of existing libraries within a new service area, the origin of supporting funds for a service area after a demonstration is completed, the quality standard of service as measured by rate of support and number of people served, the relationship between service units in formation of "systems of service," and, the relationship of the state agency to the local service unit.

It can be seen from the ranked list above that heaviest effort by state agencies would be devoted to demonstrations of service to rural residents in large areas in the expectation that following the demonstration the service and its support would be assumed by local inhabitants. This is a practical and proven method of planting new service as proved in the experience of such states as Louisiana where this method has been used successfully for over two decades.

While large area demonstrations may be a successful extension method the problem of local adoption for support of the service may be, and frequently is, complicated by the laws which govern what portions of the larger area can establish themselves as separate and self-supporting. States realize the need to cure the weakness of service given by small isolated libraries and this is supported in the high frequency of states planning to effect expansion of existing city libraries into larger, and presumably better supported, units.

It is assumed from replies to this questionnaire, since local conditions and limitations could not be described by respondents, that this same thinking applies in the high frequency of proposals to give monetary and service assistance to multi-county and regional libraries in return for extending their services to surrounding rural areas. This implies that some existing multi-county and regional libraries do not measure up to some standard of size, support, or service and that this situation warrants outside assistance.

High on the list above is the plan to provide an in-service training program for local non-professional librarians. The need for better qualified personnel serving on the lowest local level is a serious necessity in every state and this corrective would certainly be desirable for that part of the Library Services Bill which provides aid to inadequate service. Nevertheless, it is doubtful if the effects of this particular provision would do much to establish new service where none exists.

The plan which envisages the organization of a number of libraries into a federation to use their combined resources to serve the rural

population living between them is a creditable plan provided certain conditions are present. It is presumed that this plan would include expectation of some new income from the covered rural areas and the eventual application of a common rate of support over the entire area. Under certain circumstances this type of new growth would be quite adaptable in those states where a cluster of unjoined suburbs, each having its own small library, surround a large city.

To expect establishment of permanent service to result from adding mail order type service direct to individuals from a branch of the state agency is open to question although eleven states selected this practice. It would appear that the extent of such service in a given area would have to be near a natural saturation point, coupled with a hard-driving promotion campaign, in order to be successful. It would be questionable to place entire reliance on voluntary use of such service to secure the necessary number of interested citizens who would make a drive for permanent service.

Equally high on the priority list of proposed uses of federal funds was the intention to subsidize scholarships for local students to attend library schools. The evident purpose is to increase the supply of trained personnel that presumably would be available for an extended program of service, expecting that natives to the state would be after professional training, most interested in staying with the local program. This practice would certainly contribute to improving inadequate service which is one of the two purposes of the present Bill. Its high rating as a method may also imply that states which selected it might have indicated by other choices their intention to use other methods to create new service areas where additional professionals would be needed.

Other methods than those appearing in the list above are worth mention. One of the proposed uses of federal aid which received a number of votes just short of that required for inclusion in the ranked list above, was the intention to provide permanent service to rural residents by giving bookmobile service directly from the state library agency. While the existing library service situation in some states and the low density of population per square mile in others may be good justification for this method the majority of states choosing this method probably think of state library bookmobile service as one part of a local demonstration plan. It is not likely, where there is a good spread of permanent and locally-supported service that a resident of such an area would consider it fair, tax-wise, for his neighbor living in an

adjoining political subdivision to receive bookmobile service paid for by the state.

Two other methods chosen by several states require fuller explanation before they can be evaluated for their effectiveness. The first consisted of instituting personal service by mail directly to individuals from the state agency. The only difference between this case and the one discussed above which concerned individual service from the state agency is the point of origin, hence making the remarks made previously applicable here. The second of the two is the plan to offer a quantity "package" service to unserved rural centers. The danger here is that, even for demonstration purposes using it without a carefully planned accompanying promotion effort may furnish voluntary users with a satisfactory service for their immediate needs, thus lessening the possibility of converting it to a permanent type of service.

The question of rates of financial support for new service in rural areas was also raised in the questionnaire. The out-of-date *Post-War Standards for Public Libraries* rates of $1.00, $1.50, and $2.00 per capita were suggested as possibilities. The majority of replies to this question selected the $1.00 and $1.50 per capita rates with twice as many selecting the second figure as selected the first. Four states selected the third rate of $2.00. One southern state reported it would offer demonstration services with federal funds at all three rates. No state indicated it would demonstrate at a higher rate than $2.00 per capita although one reported it would choose an area for demonstration which would have an annual income from local sources, following the demonstration, of $50,000. It may very well be that replies to this question conceal a more important official interest in a total figure for minimum support than in the misleading single standard of per capita rate.

Of those marking the question as to origin of primary source of financial support for new local service, almost twice as many chose state and/or federal support as the number choosing local support. The heavy incidence of expecting state and/or federal support as a primary source must surely reflect a pre-occupation with the origin of funds during the demonstration period rather than consideration of continuing funds after federal aid for stimulation purposes is stopped.

Once again, it must have been conscious attention to the population definition of a rural community which the Library Services Bill fixes at 10,000 that conditioned responses to the population size of an area in which the state would afford a service demonstration. While most

replies fell on the population range of 25-50 thousnd the total choices of two smaller ranges (5-10 thousand, and, 10-25 thousand) was greater than for the higher range. Less than a fourth of those marking this particular question indicated they would provide demonstrations to populations of 50-100 thousand.

The questionnaire used did not offer respondents an opportunity to explain the reasons why practices proposed for use with federal funds differ from the practices state agencies are currently using. But the significant ones, judged by frequency of choice, can be reported here for their interest value. The instances of proposed uses of federal aid funds

—is lower than present policy or practice to expand existing municipal libraries into larger sized service units,
—is higher than present practices of creating multi-county libraries,
—is lower than the present policy of creating regional libraries,
—is lower than the present policy of establishing regional branches of the state agency to give wholesale type services,
—is higher than present policy or practice to give state financial assistance to larger area service units,
—is higher than present policy or practice of offering library service demonstrations at a certain per capita rate,
—is higher for demonstrations to a larger number of people than present policy or practice, and,
—is lower for an organized program of in-service training for non-professional local librarians than in practice at present.

Those cases of a lower number of proposed practices involving federal funds as compared with a higher incidence of present practice must reflect the intention of those states not having tried the practice before. States currently using the procedure would not necessarily consider it as a new one to initiate with federal funds. On the other hand, those practices now in force and dealing exclusively with extension of new service into uncovered areas should be accelerated by the introduction of federal aid since that is one of the primary purposes of the Library Services Bill. The higher frequency of proposed practices over present procedures are quite likely attributable to the financing required and which is expected from the federal government.

Additional insight into the discrepancies between present practices and proposals for using federal aid is furnished in the reasons state agencies gave for not using the practices suggested in the questionnaire. These reasons are also useful in explaining many of the limiting

difficulties that state agencies continually face in all effort to extend service. As would be expected, the reason with highest frequency of applicability was that of limited funds with which to execute service demonstrations and to provide service assistance to local libraries. Next in rank was the shortage of trained personnel needed in new service areas that would be created, and on the state agency staff where additional personnel would be needed to conduct the field work connected with expansion of existing service and the establishment of new. Next in importance and frequency follows the inadequacy of present laws permitting state financial assistance to local libraries and the offering of locally-conducted demonstrations. Finally, the objection of rural residents to additional taxes to support new services was the reason listed by eleven states. The remaining reasons were cited so few times as to warrant considering them as individual state exceptions.

To compare a possible trend in expected growth, as indicated in these replies, with some official guidelines the list of stimulation projects to use with federal aid was matched against those recommended in *A National Plan for Public Library Service.*[7] Provided the suggested uses defined in the questionnaire indicate the true intention of the states there would appear to be in their choices some omissions of recommended procedures and a few commissions of divergence. The vast majority of proposed practices would lead to the type of library growth recommended as best for the states in the various regions of the nation. The lack of common understanding of what a multi-county or regional library service would consist of may account for a New England state's intention to demonstrate or establish that kind of service. The interest of southern, mountain, and Pacific states in organizing federated library groups must apply only to certain exceptional areas in the states of those regions.

This review of state plans for using federal aid to extend new service into the unserved rural areas and the strengthening of that which is considered inadequate has revealed a wide variety of proposals that may need further study and explanation. That there are peculiar circumstances conditioning the use of each cannot be denied. Also undeniable, if the number and age of plans for promotion, on file in Washington, reflects their true status, is the need for additional and fresh planning to successfully carry out the intention of the Library Services Bill. Unless some prior testing for effectiveness is conducted some state plans may be vetoed in the Office of Education, if the Bill becomes a law. Those states that wait until after the Bill becomes law

before conducting the necessary surveying and planning for state-wide coverage and development may run the chance of losing thousands of federal aid dollars because of unpreparedness.

There appears to be an absence of common understanding between states on what certain procedures produce in the way of results. A given procedure will sometimes mean two different things to two different states. And the most damaging situation for the cause of extension appears to consist of a lack of communication between state agencies on what are successful and unsuccessful methods. Valuable effort and time could be saved in reaching the same goal if each only knew the results of the others methods and techniques.

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Library Trends

Forthcoming numbers are as follows:

July, 1956, *American Books and Libraries Abroad.* Editors: Dan Lacy, Managing Director, and Charles Bolte, Executive Secretary, American Book Publishers Council, Incorporated.

October, 1956, *Machines and Appliances.* Editor: Arnold H. Trotier, Associate Director for the Technical Departments, University of Illinois Library.

January, 1957, *Manuscripts and Archives.* Editor: R. W. G. Vail, Director, New York Historical Society.

The numbers of LIBRARY TRENDS issued prior to the present one dealt successively with college and university libraries, special libraries, school libraries, public libraries, libraries of the United States government, cataloging and classification, scientific management in libraries, the availability of library research materials, personnel administration, services to readers, library associations in the United States and British Commonwealth, acquisitions, national libraries, special materials and services, and conservation of library materials.